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A POLITICAL SYSTEMS ANALYSIS OF AN URBAN SCHOOL BOARD

by



STEWART WILLIAM MARTIN

A THESIS

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The undersigned certify that they have read,
and recommend to the Faculty of Graduate Studies for
acceptance, a thesis entitled 'A POLITICAL SYSTEMS
ANALYSIS OF AN URBAN SCHOOL BOARD' submitted by
Stewart William Martin in partial fulfilment of the
requirements for the degree of Doctor of Philosophy.

ABSTRACT

A political science framework adapted by Scribner for the analysis of school performance was used to examine the operation of an urban school board in a district adjacent to Vancouver, British Columbia. An attempt was made also to identify and describe the composition of the subgroups operating within the administrative system of the school board.

The political science framework investigated the following major concepts in the analysis of a school board as a political system:

(1) the demand and support inputs; (2) the political functions of demand aggregation, articulation, and self-initiation; (3) the governmental functions of rule application, rule making, and rule adjudication; and (4) the system outputs.

Research methodology involved the identification and coding of the political science concepts in the minutes of twenty-eight school board meetings over the period of a year. Interviews investigating the validity of the political science concepts were held with twenty-eight members of the school district administrative system. A sociometric questionnaire was administered to all sixty-eight members of the administrative system. Frequency distributions were tabulated from the content analysis of the minutes, and examined for significant trends and patterns in school board performance. Data from the sociometric questionnaire were used to identify the communications networks of the various subgroups of the administrative system.

The sociometric analysis revealed that central office personnel involved in educational activities were the most influential in the task areas of instruction and curriculum, teaching personnel, and pupil

personnel. Central office personnel engaged in business procedures were the most influential in the task areas of non-teaching personnel, finance and business management, and school plant and services. Several individual principals and trustees were considered as influentials in the various task areas of the school board.

Evidence of 564 demands upon the school board was found in the content analysis of the twenty-eight school board meetings. Of this total, 79 per cent were extractive, 15 per cent were regulative, and 6 per cent symbolic. No participative demands were found in the data. The majority of demand inputs originated in the educational structures of the district.

Support inputs for the school board did not appear as frequently in the data as did demand inputs. Only twenty-five supports were identified in the data.

Aggregation of demand inputs into single policy proposals or resolutions was found to be the most frequent political function of the board. The superintendent and staff were rated as most effective in initiating demand inputs for the board; the community groups least effective.

The governmental functions of the board were identified as 48 per cent rule making, 50 per cent rule application, and 2 per cent rule adjudication.

System outputs during the year of the study equalled 86 per cent of demand inputs. Of the 475 outputs coded in the study 72 per cent were extractive, 5 per cent symbolic, and 23 per cent regulative. Twenty-three informal outputs were included in the total system outputs.

Both the political science framework and the sociometric instrument were judged to be pertinent and valuable methods for the analysis of the structure and functioning of school boards.

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CHAPTER I

THE PROBLEM

The continuing urbanization and industrialization of our society have caused heavier demands for increased educational services to be placed upon school boards. As a result of these increased demands school boards have become what Eliot (6) calls the nation's most expensive unit of local government. Only recently, however, has the heavy legislative and distributive burden thrust upon the urban school board caused it to be examined as a significant kind of political system. Minar draws attention to the political nature of school districts in the urban areas when he observes:

Though seldom considered from this point of view, the suburban school district--in terms of function, structure, and legal standing --actually is, both formally and explicitly, a political system. It has defined geographical jurisdiction, a specified range of purposes, a recognizedly 'public' character, a constituency, mechanisms for popular selection and control of decision-makers, a legislative body, an executive, a bureaucracy, and fiscal powers. Like other political jurisdictions, it is established and run according to the laws of the state. (17:p.91)

Despite these political characteristics, the acceptance of the local school district as a political body has been slow, and as Gittell points out:

Educators themselves have been far more concerned with the substance of educational policy and have only recently indicated any interest in the policy-making process. (9:p.3)

Recognition of the political nature of school boards has been hindered also by the tendency of some writers in educational administration to separate legislative decision-making from executive decision-making. In discussing this false dichotomy, Campbell, Cunningham, and McPhee reject the fragmentation of the study of school board policy-

making in the statement:

The literature on administration is sprinkled with references to the policy-making role of boards and the policy-implementation and policy advisement roles of the administrator. The ease with which writers have separated the legislative and executive functions in school government could lead to the impression that the distinction is much more than it really is. Indeed some, Walton for example, maintain rigidly that administration can, and in fact should, be separated from policy-making. . . . The interaction between executive and policy-maker is so intricate in the policy-forming stage as well as the policy-implementing stage, it is hopeless to attempt to separate these functions in practice. (3:p.182)

In the same vein, Hencley states:

Much has been written of late concerning the dual functions of administration and policy-making. Some have held that the administrative performance system is essentially a management system. Others have posited an essential unity between administration and policy-making. My own viewpoint is that the policy-administration dichotomy in the school district is untenable--that in actual fact administration, purpose-determination, and purpose-legitimation are interrelated and inseparable. (13:p.65)

By using a systems approach this study held to the views of Hencley and Campbell et al., and focussed upon the governmental and political functions of the school board organization as a whole. No attempt was made to isolate a specific part of the decision-making behavior of the school board. The framework of school board decision-making rather than the process of school board decision-making received the emphasis in this study.

In this chapter are presented the general purpose of the study, the specific research question, and the related problems. Also presented are a discussion of the significance of the study and its assumptions, limitations, and delimitations. The chapter is concluded with the definition of terms and overview of the thesis.

I. STATEMENT OF THE PROBLEM

General Purpose of the Study

The general purpose of this study was to conduct a comprehensive examination of the operation of an urban school board with the aid of a theoretical framework derived from political science by Scribner (20). This framework was used specifically to examine the governmental activities of the school board member system, but some consideration was given also to the role of the central office staff and the principals in the governance of the complete school district system. The decision to examine three subsystems within the school district system was in agreement with Easton's (5) suggestion that any judgment of the total political system must include consideration of the relative openness of the various subsystems, their responsiveness to change, and their ability to convert the demands of 'clients' into policies.

More specifically, this study attempted to achieve its purpose by answering the following research question: In the social systems analysis of a school board what are the major inputs, conversion processes, and outputs?

Related Problems

Information for the examination of the political science framework was provided by the trustees, the central office staff, and the principals. Personal characteristics and sociometric information were provided by these three subgroups and the results were reported in the chapter describing the school system. These data permitted the analysis

of the following two problems which have interest for the methodology of school board research:

1. What subgroups are there among the administrative personnel of the school system?
2. How do these various subgroups interact within the whole administrative system of the school district?

II. SIGNIFICANCE OF THE PROBLEM

This research should have significance for the study of educational administration, in general, and the methodology of school board research, in particular.

Until fairly recent times, school board research and other research into educational organizations have been dominated by what Scott calls the classical and neo-classical theories of organization. (19:p.14) Mayntz has also noted that in such fields as educational, religious, medical, criminal, and military sociology, the survey approach with its emphasis on the individual and his behavior remained dominant for a long time. (15:p.96) In 1954, Charters drew attention to the shortcomings of the multitudes of status and analytical studies which had followed Counts' 'classic 1927 school board study.' (4:pp.321-322) Charters called for broad and penetrating sociological research to discover "the various vital functions which the school board fulfills in maintaining the integrity of the complex social system of which it is a part," (4:p.332) By employing a comprehensive political science framework, this study concentrated upon the behavior of the school board as a specialized social system within the school system and the community.

The functioning of the board as a corporate unit was important in this study, rather than the characteristics of individual trustees.¹

Lipham (14:p.435) and Bidwell (2:p.1018) have decried the lack of new approaches to the study of administrative structure in education. Lipham's remarks describing the overdependence of researchers in educational administration on a limited number of heuristic frameworks such as Getzel's role theory (8) and Halpin's organizational climate (12) continue to be valid. The recent interest in bureaucratic structure in schools stimulated by the work of MacKay (16) is evidence of the demand for useful frameworks for the study of administrative structures in education.

Bidwell (2) contends that new frameworks for the study of schools and school systems will be found by developing new methodology through empirical work in the field. In his concluding remarks in The School as a Formal Organization, Bidwell states:

The attempt here has been to suggest some possible dimensions of a framework for studying schools as organizations. The ideas advanced await new empirical evidence. Hopefully, this evidence will come from research including many more studies than presently exist concerned with the actual functioning of schools and school systems. Studies using direct observation, informants, and the analysis of documents are especially needed. Ratings of others' behavior or judgmental nominations, which have been the principal sources of material on school operations, are weak subjects for phenomenological data. Moreover, the attitudes about school personnel about which we are now best informed, constitute only a portion of the complex of variables which bear on the operation of school organization. (2:p.1018)

¹Campbell, Cunningham, and McPhee have recently pointed out that, "The literature on school boards is filled with descriptions of what good school board members are like and what good school board members should do." (3:p.177)

This study attempted to ameliorate the criticisms of Lipham and Bidwell by contributing to the development of a new methodology borrowed from political science for use in educational administration research. Also, this study followed the suggestions of Bidwell by avoiding the commonly used sample survey technique, and focussing instead upon empirical evidence gathered in the field from interviews and documentary analysis.

Griffiths has repeatedly suggested that system theory be vigorously applied to research problems in educational administration. (10:pp.121-140; 11:p.5) Mitchell (18), however, observed that if the input-output paradigm is to be convincing, a great amount of work needs to be done on it. That work will consist of:

1. Operationalizing the different exchanges so that research can be conducted.
2. Measuring to allow more precise statements about each input and output and particularly about their levels and rates of movement.
3. Explaining the varying levels and rates and their changes over time. (18:p.84)

The present study, by emphasizing the developmental and methodological aspects of the application of system theory to the analysis of educational government, appears to accommodate the suggestions of both Griffiths and Mitchell.

III. ASSUMPTIONS

The following assumptions were basic to this study:

1. Scribner's adaptation of Almond's political science framework was a suitable method for the analysis of the performance of an

urban school board.

2. School board minutes and supporting documents of the British Columbia board provided evidence of the constructs described in the political science framework adapted by Scribner.

3. Coding of the school board minutes by the researcher would closely replicate that of Scribner in the original study.

4. Sociometric techniques used in the description of school staffs would be useful in describing a school district administrative system.

IV. LIMITATIONS

This study was limited in part by some of the weaknesses inherent in structural-functional methodology. (infra. p.8) Scribner has noted that the three major weaknesses of this approach are, (1) a lack of verification of theory, (2) the failure to operationalize concepts, and (3) the difficulties in applying the organismic or system's model to reality. (20:p.38) These weaknesses coupled with the small size of the sample involved in the questionnaires made it difficult to generalize the findings in this study to other school boards.²

V. DELIMITATIONS

This study was confined to the activities of one school board over the period of a calendar year. No person below the position of

²A comprehensive summary of the limitations of structural-functional theory is provided in Flanigan and Fogelman. (7:pp.115-126)

building principal was included in the study.

With the exception of the sociometric questionnaire, data collected were specifically related to the constructs contained in the political science framework.

VI. DEFINITION OF TERMS

The majority of the technical terms used in this study are defined in the description of the school system and the discussion of the theoretical framework. The following terms, however, had relevance throughout the entire study.

Structural-functionalism. Scribner has referred to his methodology as a structural-functional approach to the study of school boards.

(20:pp.1-2) Structural-functionalism is the name given to a theoretical method of social systems analysis. This method of analysis which has been used in sociology, anthropology, and political science embodies the following features: (1) an emphasis on the whole system as the unit of analysis; (2) postulation of particular functions as requisite to the maintenance of the whole system; and (3) concern to demonstrate the functional interdependence of diverse structures within the whole system. (7:p.116)

Political system. Agger's definition of a political system was considered useful in this study:

A political system . . . is a set of relationships, of patterns, perceived by an analyst as characterizing the actions and attitudes of men as they function to affect, to satisfy (or dissatisfy) and to eliminate (or generate), needs of people in a community or society through those institutions symbolized as governmental by the citizens of a polity. (1:p.45)

Administrative system. In this study this term was used specifically to refer to the trustees, central office staff, and principals working together as a system in the pursuit of the goals of the school district organization.

VII. OVERVIEW OF THE THESIS

This chapter has outlined the general purpose of the study and the related research questions. An indication of the significance of the study in the field of educational administration was given along with a statement of the pertinent assumptions, limitations, and delimitations.

Chapter II provides a review of the relevant school board research while Chapter III examines the theories of the political system and the political science framework.

Chapter IV describes the research methodology and the collection of the data.

Chapter V gives a description of the school system in the study. This description is supplemented with the data resulting from the analysis of the related problems.

The next three chapters present the findings derived from the application of the political science framework. Chapter VI describes the demands and supports, Chapter VII examines the political functions, and Chapter VIII both describes and analyzes governmental functions and system outputs.

The final chapter presents a summary of the findings, a discussion of their implications, and suggestions for further research.

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CHAPTER II

RELATED SCHOOL BOARD LITERATURE

The first part of this review of the school board literature examines several of the major emphases in school board research over the past fifty years. The absence of a framework for the study of the individual school board is noted in this overview of the literature. Cunningham (8) in commenting on the tendency of researchers to overlook the importance of the individual school board as a form of government states:

First, there have been relatively few attempts to study educational decisions within the educational "territorial system." Most power structure studies and decision studies are conducted within broader and overlapping "territorial systems," and the direct focus on educational decision-making is missing Second, in those attempts to study local educational power structures, or issues relative to educational decisions, or decision-making and change, the uniqueness of the local school district as a unit of government has been ignored. (8:pp.34-35)

Section II of this chapter describes several studies which report findings and methodology relevant to this study.

I. FOUR TRADITIONAL EMPHASES IN SCHOOL BOARD RESEARCH

Surveys of School Board Member Characteristics

Counts' (5) 1927 monograph, The Social Composition of Boards of Education, was the forerunner of many studies which recorded the personal characteristics of school board members. In 1955 Charters (4) reported that this type of research was being completed at the rate of approximately four each year.

Stapely (30) in 1957 described a series of status studies

conducted in eleven midwestern states by the Midwest Administration Centre. These studies not only surveyed school board member characteristics, but also correlated these characteristics with a measure of school board membership 'effectiveness'. It was found that positive correlations existed between school board member 'effectiveness' and length of education, length of board service, and time available for service. Sex and age were found to have little or no relation to the 'effectiveness' of a school board member.

In the 1958-59 school year, White (32) completed a study of the characteristics of school board members in 4,465 systems. His study also recorded what school board members considered to be satisfactory administrative practices. White defended the survey method of school board research which he stated had historical significance. He found that school board members possessed formal education far above the average for all citizens. White's study also recorded in order of importance the problem areas which affect school board performance. Chief among these problem areas were: (1) Formulation of school board policy; (2) Selection of good board members; (3) Board-superintendent relations; and (4) Conduct of Board Meetings. (32:p.81)

School Board-Superintendent Relationships

Sletten (29:pp.1-4) in a survey of 636 Montana school board members and 171 superintendents found that school board members disagreed with the administrative practices of the superintendent in such task areas as personnel management and budget formulation. This study also indicated a general disposition on the part of board members to restrict

the superintendent's role as a policy advisor and executive officer. In a more sharply focussed study of board-superintendent relationships, Abbott (1:pp.1-4) found that trustee and superintendent value-perceptions were related and that boards tended to recruit executive officers with similar value-orientations to those of the board. Bowman (2:pp.1-4) in a study of superintendent participation in school board decision-making found that superintendents' ratings agreed with the trustees on three modes of participant behavior: determining, informing, and advising. Findings in all of these studies seemed to indicate that in the larger school districts, superintendents were given more responsibility and were treated more professionally by school board members.

One of the most significant board-superintendent studies was conducted by Gross (12) who interviewed 105 superintendents and 508 school board members in the early 1950's in Massachusetts. He found that many superintendents felt that board members wasted their time on petty details and failed to address themselves to the fundamental problems of their districts. Nearly three-quarters of the superintendents in his study reported that school boards or other lay groups placed pressures on them to make decisions on the basis of criteria other than merit. To offset these pressures Gross recommended that formalized procedures in each school system be implemented to handle such sensitive areas as teacher selection, salary increases, and school contracts.

School Board Decision-Making

Process and participation have received the greatest emphasis in the research on school board decision-making over the past decade.

Charters' plea for a new approach to school board studies and the influence of case studies such as those of Cunningham (7) and Goldhammer (11) perhaps shaped this trend.

Several recent Alberta studies reflect the stress upon processes and participants in school board decision-making research. Maertz (21), for example, used Keen's (16) decision-making analysis technique in the examination of the minutes of sixteen county and division school boards. In comparing the decisions recorded in the minutes for 1949 and 1964 he found that there had been little change in the procedures of the boards. He observed also that long term trustees felt little need for formulating set policies or standardizing decision-making procedures. Of particular interest to the present study were the following results:

1. Decision productivity per meeting averaged 28 in 1964 compared with 22.5 in 1949.

2. Of the 6,270 decisions recorded in the study, 26 per cent were school board, 21 per cent buildings, 14 per cent business management, 19 per cent staff, 9 per cent transportation, 8 per cent pupil personnel, and 2.5 per cent instructional program.

3. As tenure of trustees increased, the boards made fewer "policy-type" decisions.

4. Rural boards spend more time in meetings than urban boards.
(21:pp.116-129)

In another study of rural Alberta school boards Hastings (13) found that the boards in his sample generally did not operate as policy-making bodies delegating the executive function to administrative staffs. In a finding similar to that of Maertz, Hastings noted that business

procedures used by rural boards were weak, and that administration took up too large a portion of board meeting time. To overcome the failings in the decision-making process that he observed in the country school boards, Hastings set forth specific guidelines and criteria to assist school board management in the following areas: (1) policies, rules, and regulations; (2) board-administration relationships; (3) board-community relationships; and (4) board business procedures.

The participation of community groups in school board decision-making in eighty-one large Canadian communities was recently investigated by St. James (31). An interesting finding in this study related to the social composition of boards was that community participation in decision-making was significantly greater in partly-elected boards than in either elected or appointed boards. Of importance also to the present study was the finding that the demands for participation in board decision-making were highest among the professional educator groups and the education-oriented groups. This finding applied to the three types of board in the survey. (31:p.168)

Matthews (23) used observational techniques over a period of eight months to examine processes and participants in decision-making in two Alberta school boards operating in the same suburban municipality. His observations showed that these two school boards, like boards studied elsewhere, had a basic pattern for arriving at decisions. The pattern of school board interaction for making programmed or routine decisions was distinctly different from that used in making non-programmed or novel decisions.

Matthews' results also showed that individual trustees par-

ticipated differentially in the policy-making process. Role perceptions and personal values affected trustee participation in this process.

In a finding contrary to that of Maertz (21:p.136), Matthews observed that the two superintendents in his study played key roles in the formulation of board policies, and also the quality of superintendent-trustee interaction affected not only the process of decision-making but the kind of decisions actually made. (23:pp.IV-V)

School Board-Community Studies

In his study of the school boards in the Great Cities, Cronin pointed out that interest in school board-community studies has grown for the following reasons: (1) educators have become involved in the efforts of social scientists to identify and refine one or more types of community power structure; (2) political scientists have resumed their interest in schools; and (3) educators themselves have in studies of educational decision-making acknowledged the interrelationship of politics and education. (6:p.25) Gittell (10) cites the issue of desegregation as being an important reason for the renewed awareness of the school in the community social system. She states:

Until recently, social scientists have virtually ignored the school system as a political institution. The 1954 Supreme Court decision exposed this system to public view and invited studies of desegregation policy. Public involvement and concern was aroused and gradually extended beyond the question of desegregation. As experts began to explore educational policy on school desegregation, they could not avoid the larger issues of how school systems are organized and how decisions are made. (10:p.3)

In one of the first community power structure studies related to the educational system, Goldhammer (11) found that the school board in his case study tended to be a self-perpetuating group, and that

trustees

had very limited contacts within the community, being anchored in the interests, values, and perspective of groups in which their own social concepts, orientations, and objectives provided a common acceptance. (11:p.25)

Cunningham (7) shed more light on the relationship of the school board and the community social system in his in-depth case study of the policy-making behavior of an Oregon school board over the period of eight months. He examined the handling by the board of five issue areas. From his analysis of the school board processing of these issues he derived five patterns of school board policy-making behavior: initiation, definition, deliberation, enactment, and consequences. To each of these patterns he attached low-level generalizations which attempted to describe the alternatives boards have at each stage of the policy-making. Cunningham classified school board decisions as (1) housekeeping; (2) administrative; and (3) policy, and he observed that most of the energy of the board went into administrative-type decisions. (9:p.15) Only 119 of 187 decisions recorded by Cunningham during the eight months study were reached by formal procedures. (9:p.15)

Examination of the literature on school board-community studies following the work of Goldhammer and Cunningham revealed that the research emphasis had shifted from the school board social system to the community social system, and that community study approaches were being applied to the analysis of school systems. In a recent article Knill (19:p.17) has identified these approaches as: (1) the formal leadership or positional approach; (2) the decision-making or issue analysis approach; (3) the reputational approach; (4) the social-participation approach; and (5) the personal influence approach. The results from the application of

several of these approaches to the study of school systems are summarized in Kimbrough (18), Cahill and Hencley (3), and Masters, Salisbury, and Eliot (22).

II. SCHOOL BOARDS AS SOCIO-POLITICAL SYSTEMS

The following studies using widely differing techniques provide examples of recent research treating the school district as a social and political system.

Study of School Board Social System

Under the supervision of Iannacone (15), Lutz (20) used social system theory to analyze the activities of a school board over the period of a year. Lutz was an elected member of the school board during the year of the study and he used the participant-observer technique to procure data for the study. By using Kimball's (17) concept of point of tangency¹ and Homans' (14) concepts of sentiment and interaction Lutz developed a theoretical statement describing the relationship between the school board and the social structure of the community. His major hypothesis was that "changes in interaction of board members, as well as changes in board policy and membership, are interdependent with changes at points of tangency in the social structure of the school district." (20:p.193)

Study of School Board Political Systems

Cronin (6) carried out an historical analysis of the political

¹A point of tangency was defined by Kimball as the occurrence of a common member or members in two or more groups.

systems underlying the school boards in the fourteen largest cities in the United States of America. He examined the changes in educational governance which took place over selected time intervals from 1900 to 1964. He found that the large city boards were either elected or appointed, and that the method of selection affected budgeting and selection of superintendent. He found also that:

Some of the functions which boards or their selection failed to perform are not so much the legal functions, but the political functions of resolving conflict, preventing or dealing subtly and promptly with scandal, and protecting staff against public pressures. (6:p.295)

Study of School District Conflict

Minar (24:pp.822-835) examined data on school board elections and referenda from forty-eight suburban elementary school districts in Cook County, Illinois. By using a social area analysis technique he attempted to measure the level of conflict and dissent in the sample school districts. His major findings were: (1) Communities with higher aggregate status levels tend to show lower participation and lower levels of dissent; (2) Higher status communities are more likely to use nominating caucuses; (3) Districts low in electoral conflict generally give the superintendent greater decision latitude; and (4) A key factor in shaping the community political system at both the demand aggregation and decision-making levels is the availability of personnel possessing conflict-management skills. (24:p.822).

Minar sums up his study by stating:

Thus the social structure of a community imparts a tone to the local political system. This is tantamount to saying that, as far as school affairs are concerned, some communities are more susceptible to leadership than others, probably because their people are more accustomed to the division of responsibility that leadership entails. (24:p.833)

In a subsequent analysis of the data, Minar (26:pp.125-135) developed a set of criteria for the identification of low conflict and high conflict school districts.

Study of New York City School System

Gittell (10:p.3) recently completed a three year study of the New York City school system. Her first purpose was "to evaluate the relative openness of the system by describing how school policy is made in several important areas."

She found that with the exception of the integration issue, there were only three or four areas in which any appreciable outside influence was brought to bear on matters of educational policy in New York City. As a political subsystem Gittell described the New York City school system as "narrow, convergent, and dominated by a consensual elite." (10:p.52)

In summarizing her findings, Gittell noted that 'A case study should aim at providing leads for more generalized observations' (10:p.53), and therefore she set forth several hypotheses 'worthy of verification'. The most important of these hypotheses are as follows:

1. The size of a city is an important determinant in the degree to which internal bureaucratic control of the school system is sought and the influence of the public and public officials is avoided.
2. In larger cities, political and economic notables tend to be more occupied with state and federal policy, and therefore, a higher ratio of bureaucracy may exist in the large city school system.
3. In larger cities curriculum, budgeting, and personnel policy are completely controlled by a headquarters bureaucracy.
4. Lack of responsiveness to change and defense of the status quo are

natural outgrowths of the 'closed' policy-making that exists within school systems. (10:pp.52-53)

Gittell suggested extensive decentralization procedures to overcome the problems faced by large city school systems. (10:pp.61-67)

III. SUMMARY

For many years descriptive surveys of school board member characteristics dominated school board research. In the past fifteen years, however, the emphases in school board research have shifted into such areas as school board-superintendent relationships, school board decision-making, and school board-community studies. Although a variety of techniques have been used in these studies, few attempts have been made to examine the board as a political institution.

Recently, four studies have been completed that consider the school board as either a social or political system. Lutz used social system theory to prepare a case history of a school board over the period of a year. Cronin examined fourteen school boards as separate political systems in order to analyze the development of their structures and functions. Minar examined the social structure of the community in an attempt to determine the political "climate" for the school board and the superintendent. In a New York City study, Gittell considered the school system as a political subsystem, and concluded that it was a relatively "closed system highly resistant to change." These studies provide an indication of the value of the system approach to school board research. The next chapter will outline a political systems framework specifically adapted for school board research.

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CHAPTER III

THEORETICAL FRAMEWORK

One of the major purposes of the present study was to further the development of the methodology suitable for the analysis and comparison of school boards. As the school board is an important unit in public administration it is of significance for this research to note the comment of Jackson (8:p.110) that:

In the study of comparative public administration, as with social anthropology, comparative sociology and comparative politics, attention is increasingly being given to processes and functions instead of structures and institutions.

Scribner's decision to adapt Almond's political science framework to the study of school boards is in agreement with the current emphasis upon structural-functionalism (supra, p.8) in the study of public administration reported by Jackson. (8:pp.108-131)

This chapter first briefly reviews the structural-functional theories of Easton (3), Parsons (11), Mitchell (10), and Almond (2) as they relate to the concept of political system. Some aspects of the school board as a political system are then described. The chapter concludes with an outline of the political science framework used in this study.

II. THEORIES OF THE POLITICAL SYSTEM

Easton (5:p.22) distinguished the political system from other social systems by offering a definition with three components: (1) the political system allocates values (by means of policies); (2) its allocations are authoritative; and (3) its authoritative allocations are binding on the society as a whole. In his model for political systems analysis,

Easton (5:p.38) posited two kinds of inputs which he called demands and supports. A demand could be defined as an expression of opinion by any individual or group that an authoritative allocation of values for society should be made by those in authority to do so. Supports described the willingness of the members of the environing society to accept the decisions of the policymakers. Easton contended that as a result of the impact of either of these two inputs upon the political system, outputs in the form of decisions and actions would occur. Completing Easton's model for the analysis of the political system was the notion of a feedback response which returned the effects of the outputs to the original source as a guide for future behavior.

Parsons' (10:p.59) major contribution to the concept of political system was the suggestion that every system is confronted with (1) adapting itself to an environment, (2) achieving collective goals, (3) maintaining, motivating, controlling tension within the system, and (4) integrating the actions of members. These four, often-quoted, propositions or functional requisites had a significant influence upon the work of Easton, Almond, and Mitchell. (10:p.83)

Almond (2:p.7) contended that the political system is that system of interactions to be found in all independent societies which performs the functions of integration and adaptation both internally and vis-a-vis other societies by means of the employment of more or less legitimate physical compulsion. In other words, the political system is the legitimate, order maintaining or transforming system in the society.

Almond's conception of a model for the analysis of a political system contained the ideas of demands and supports first put forth by

Easton (4). Later, as can be seen in Scribner's framework, Almond created four sub-categories for extractive, regulative, symbolic, and participative demands; and three sub-categories for material, obedience, and deference supports. Almond's (2:p.17) original input-output categories were as follows:

A. Input functions

1. Political socialization and recruitment
2. Interest articulation
3. Interest aggregation
4. Political communication

B. Output functions

5. Rule making
6. Rule application
7. Rule adjudication

With the exception of political socialization and recruitment these input-output categories were included by Scribner in his adaptation of the Almond framework.

Less than a decade ago, Mitchell (9) attempted to meld the concepts of Easton, Almond, and Parsons into a single framework for the analysis of the American polity. To the work of these political scientists he added such additional functions as specification of system goals, mobilization of resources, and allocation of values and costs. Mitchell's work has importance for political systems analysis in that it provides many practical applications of the analytical framework. For example, he cited as indicators of demand inputs into the American polity such events as (1) the number of bills introduced into the legislature,

(2) proliferation of interest groups, (3) the number of group resolutions, and (4) the size of the governmental budget. (9:p.14) Scribner (14:p.34) found the work of Mitchell useful in the identification of demands and supports within the content of the school district political system.

In a recent book discussing the theories of Parsons, Mitchell (10:p.83) presented the information in Table I which provides an adequate comparative summary of the development of the input-output categories used by Scribner in his political systems analysis of a school board.

III. SCHOOL BOARDS AND THE CONCEPT OF A POLITICAL SYSTEM

The majority of school districts in Canada are governed by school boards which receive their authority from provincial legislation. Section 89 of the British Columbia Public Schools Act is typical of provincial legislation giving a school board the right as a corporate body to carry out the specific powers set forth in the Act. It states:

- (1) The trustees elected or appointed under this Act for each school district and their successors in office shall constitute a Board of School Trustees for the district, and, under the name of "The Board of School Trustees of School District No. 61 (Greater Victoria)" (or as the name of the school district may be), shall be a body politic and corporate, with perpetual succession and a common seal, having the rights, powers, duties, and liabilities set forth in this Act.
- (2) The rights, powers, duties, and liabilities of a Board of School Trustees rest only with the legally constituted Board and not with committees of trustees or individual trustees.
- (3) Unless expressly required to be exercised by by-law, all powers of a board may be exercised by by-law or by resolution.
- (4) The jurisdiction of a Board is confined to the school district represented by the Board, except where jurisdiction is expressly conferred by Statute. 1958, c.42, s.89 (13:p.3992)

Over a period of time school boards may develop discretionary

TABLE I

SOME COMPARISONS OF INPUT-OUTPUT CATEGORIES USED IN
THE POLITICAL SCIENCE FRAMEWORK OF SCRIBNER¹

Type of Input- Output	Easton	Almond	Mitchell	Parsons
Social Inputs	Demands Support	Demands Support	Demands Resources Support	Control of Productivity Interest-Demands Support Legitimation of Authority Legality of Powers of Office
Political Outputs	Decisions and Actions	Extrac- tions Regula- tions Alloca- tions Symbols	Goals Controls Alloca- tions	Opportunity for Effectiveness Allocation of Fluid Resources Leadership Responsibility Operative Responsibilities Moral Responsibilities Policies

¹Adapted from Mitchell (10:p.83)

powers tantamount to the force of law. Enns (6:p.5) in describing the growth of these discretionary powers points out:

. . . permissive sections of the acts and sometimes vagueness in wording or meaning necessitate the exercise of broad discretion. Thus, within the limits of its authority, the board is a local government body which not only legislates but also administers both its own regulations and those of the department and legislature. Its own rules and regulations have the full force of law and must be considered valid until challenged in the courts.

As a subsystem of the larger provincial political system, therefore, it can be seen that the school board is given authority through provincial legislation, and also by the assumption of discretionary powers, to enforce educational policies within a given area. In its extreme form this authority invested in the school board can rely upon legitimate force, and as Almond (2:p.7) states:

Legitimate force is the thread that runs through the inputs and outputs of the political system, giving it its special quality and salience and its coherence as a system.

He further states that:

With the conceptions of input and output we have moved from the definition of "political" to that of "system," for if by the "political" we mean to separate out a certain set of interactions in a society in order to relate it to other sets, by "system" we mean to attribute a particular set of properties to these interactions. (2:p.7)

In the present study the school board as a subsystem of the political system is assumed to possess the system properties referred to by Almond. (2:p.7) Chief among these properties are: (1) comprehensiveness; (2) interdependence; and (3) existence of boundaries. In order to point out the relevance of these system properties to the conceptual framework of this study, the following definitions are presented.

Boundaries. The concept of boundaries is used as an analytical

device for the isolating of certain regularities of behavior on the part of school district officials. These regularities of behavior are usually related to a specific system and may be caused by performance of roles or organizational offices. Ramsay (14:p.27) for example, in discussing the concept of boundaries notes that, "There is seldom doubt among the participant actors as to the boundaries of subsystem and inclusive system: they are organizationally set up."

Comprehensiveness. When considered as part of the political system, the school district system exhibits this property of comprehensiveness. This property is inclusive of all that affects or threatens the use of legitimate force in the maintenance of the school district system. It extends beyond the boundary of all the subsystems of the school district system to include the entire system of interaction related to the pervasive function of the school district system. (15:p.46; 2:pp.7-8)

Interdependence. This term refers to the idea that any change in one part of the school system will produce a change in all other parts of the same system.

IV. FRAMEWORK FOR THE POLITICAL SYSTEMS

ANALYSIS DEVELOPED BY SCRIBNER

From the work of Almond, Scribner (15) has developed a framework for the political systems analysis of a school board. Although this framework was of an exploratory nature and was applied to the operations of only one school board for a year, some of the concepts offered in the framework appear to present a viable approach for launching research into

the functions and operations of the school board. (15:p.98). Subsequently, parts of this framework have been used in the study of junior college boards by Pentz (12) and Homitz (7).

Pentz compared the demands upon junior college boards over a period of fifteen years. He found that types of demands were similar in the two districts over the period of the study, but that population increase had no bearing upon the rate of increase in number of demands. Homitz compared the demands for junior college services upon the boards in a unified school district (K-14) and a separate college district. He found that types, sources, and methods of raising demands are quite similar in the two differently constituted districts.

In order to apply Almond's political science framework to the study of school boards, Scribner assumed that these organizations exhibited the "generic" properties of systems such as interdependence, self-regulation, comprehensiveness, and boundaries. By considering the school board as a political system, Scribner was able to examine the school board operations for evidence of inputs, conversion processes, and outputs which were similar to those used by Almond. More specifically, he determined the applicability of the political science framework to the performance of a school board system in the following manner:

1. The conceptual classification of inputs, conversion functions and outputs were derived from Almond's political science framework. Each of these was then broken down into sub-categories for which examples of data were provided.
2. Data were provided from public records (the school board minutes and letters to the board) in the school system of the community of Palo Alto, California.
3. The applicability of the concepts that were chosen for examination in the original study was determined by the degree to which each concept was able to definitively classify the data it was purported to encompass. (15:pp.47-48)

From the framework of Almond, Scribner (15:pp.48-49) omitted the socialization, recruitment, and capability functions because he discovered in his preliminary work that these concepts were too pervasive in nature, not related to inputs, conversion processes, and outputs, or too difficult to operationalize in the school board system. A summary of the concepts derived from Almond's framework and adapted by Scribner (15:pp.49-66) follows:

- I. The Demand Inputs. These inputs take the form of demands upon the school system and are classified into four types: extractive, symbolic, regulative, and participative.
 - A. Extractive demands. Demands upon school boards which involve increasing or decreasing curriculum offerings, instructional materials, personnel services, and school plant.
 - B. Symbolic demands. Demands which establish the basis for governmental action regarding meetings, publications, tributes, and special programs. For example, opening new schools, publishing budget reports, explaining school referenda.
 - C. Regulative demands. Demands established by provincial law, department regulations. For example, timetables, hours of work, student behavior, and so on.
 - D. Participative demands. Demands by the environing society of the board to take part in school district decisions. These demands may involve conflict.
- II. The Support Inputs. School boards must process a second kind of input which includes the supports supplied by the environing society. The system needs at least minimal support from this society or it will cease to exist. The principal support inputs are material, obedience, and deference.
 - A. Material supports. Supports which take the form of revenue, endowments, gifts, grants, and so on.
 - B. Obedience supports. This input refers to the willingness of members of the school board subsystem or the subordinate school system to obey laws and rules legislated by the state government and local board.

- C. Deference supports. Supports involving citizens and staff directly fulfilling their obligations to the board or the school system.

III. The Conversion and Communication Functions.

- A. Conversion functions. In this framework there are two conversion functions:

1. Political Function. This function describes the process whereby members of the environing society articulate (raise) or aggregate (combine) demands into inputs which become policy proposals or proceed no further in the conversion process. Almond (2:p.33) suggested that articulation is effected by four types of structures:
 - a. Institutional interest groups--groups arising from such organizations as legislatures, churches, armies, bureaucracies, and so on.
 - b. Non-associational interest groups--ethnic, religious, regional, status or class groups.
 - c. Anomic interest groups--spontaneous breakthroughs into the system from the society, including, but not limited to, riots and demonstrations.
 - d. Associational interest groups--specialized structures of interest articulation: associations, civic groups, organizations of businessmen, or industrialists, trade unions, committees, councils and so on.

In his study, Homitz (7:pp.17-18) developed the following typology of aggregative structures which is adapted in this research:

- a. Executive--demands aggregated, pressed or formulated for board action by the chief administrator of the district (the superintendent).
- b. Legislative--demands or requests formulated by the Board, by the law itself, by the Legislature, or by the rules of the Board itself.
- c. Bureaucratic--any request processed or prepared for Board treatment by a committee, council, department, or office within the school district itself.

d. Faculty (Staff)--any request formulated by any faculty individual or faculty group and presented to the Board as an item for their consideration without the requirement of approval by an administrative committee.

2. Governmental function. This function describes how system members make, apply, or adjudicate rules in response to policy proposals or demand inputs. This function is usually classed as an output function.

B. Communication functions. Scribner has difficulty in using Almond's definition of the communication function in the analysis of a school board system. He therefore limits the communication function to the transmission of information regarding a demand or support during a discussion by school board members at a legally constituted meeting. (15:pp.62-63)

IV. The Outputs. Almond's political system framework identified four classes of outputs to be: (1) extractions; (2) regulations; (3) symbols; and (4) allocations or distributions. Scribner identified only the first three outputs in his study.

Scribner used the preceding framework in the content analysis of the minutes of six selected meetings of the Palo Alto School Board. He examined each sentence in these minutes to determine whether these grammatical units would give substantive evidence of the existence of the constructs derived from the political science framework of Almond.² Bearing in mind the exploratory nature of the application of this framework, Scribner's thesis analysis provides reasonable evidence to show that these system constructs first used by Almond (2) and Easton (4) can be identified in the operation of the school board system. In Chapter IV a description of the application of this framework to the analysis of a British Columbia school board in the present study will be given.

²Scribner's (15:pp.67-93) complete content analysis procedure is described in Chapter IV of his thesis.

V. SUMMARY

Theories of the political system expounded by Easton, Parsons, Mitchell, and Almond were briefly reviewed in this chapter. Attention was drawn to the occurrence of common elements such as demands and supports in the theories of the political system developed by these social scientists.

The school board receives its authority from the provincial government, and as a subsystem of the provincial political system it can be assigned similar systemic properties.

In his use of Almond's political science framework Scribner omitted such functions as socialization, recruitment, and capability. To the framework used in this study were added the aggregative structures posited by Homitz. These aggregative structures were specifically developed for use with school boards.

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CHAPTER IV

RESEARCH METHODOLOGY

Guba (7:p.243) has suggested that the four major classes of educational research are experiments, studies, surveys, and investigations. He defines investigations in the following manner:

An investigation is not an experiment. We are not sure the results can be generalized. The results are not so adequately controlled that if we were to repeat the investigation in a different setting we could expect to replicate them exactly. (7:p.243)

He further points out that although the investigation is the least rigorous type of research it may often produce data which can be quite useful. In order to provide some flexibility in the application of the political science framework to the analysis of the performance of a school board, this study was designed as an investigation.

In this chapter, the research procedures employed in this investigation are presented. The first section outlines the methods used in the collection of the data. Coding the minutes, reliability of coding, and sociometric techniques are described in the following sections. A final section of the chapter provides a summary of the techniques used in analyzing and reporting the data.

I. COLLECTION OF THE DATA

Selection of the School District

To select a school district for study in this research a request for permission to approach school boards was made to the British Columbia School Trustees Association (Appendix A). This association granted permission to the researcher to negotiate with individual school boards,

and also circulated its members with a notice describing the study (Appendix A). Shortly after the issuing of this notice, negotiations were completed for the study with a large suburban school district adjacent to Vancouver, British Columbia. The school board in this district appeared to be suitable for this research for the following reasons: (1) well established organizational structure; (2) rapidly expanding system subject to many demands; and (3) use of a formal procedure for policy-initiation and policy-making. Data collection procedures started soon after the researcher presented his proposal to the school board.

Use of Documentary Materials

The documentary materials necessary for this study were provided by the superintendent. All of the administrative memoranda and official minutes of twenty-eight meetings of the board during the year of the study were sent to the researcher by mail. This series of meetings consisted of one inaugural, eleven regular, eight policy, and eight special meetings for an average of 2.3 meetings a month over the term of the study.

Although Scribner used only a sample of six school board meetings in his study, it was decided in the present research to use all of the meetings in the year to provide the maximum opportunity to code as many features of the political science framework as possible. Also provided by the superintendent was a copy of the Policies and Regulations Handbook of the school board and a copy of the British Columbia Public Schools Act. (14) Both of these documents were used extensively during the

study to verify roles, relationships, and responsibilities of the trustees and the administrative staff.

The demographic and fiscal characteristics of the school district were obtained from records in the central office and the junior college survey completed in 1965. (9)

Interview Technique

Preparation of the interview schedule. Interviews with the members of the administrative system closely followed the interview schedule in Appendix C. The schedule was specifically designed to probe and verify the concepts set forth in the political science framework. Both open and closed questions were prepared relating extractive demands, school board task areas, symbolic demands, regulative demands, participative demands, supports, articulation, aggregation, communication, and system boundaries. Some questions addressed to the Davies-Brickell school board policy-making procedures (infra. p. 72) were asked on behalf of the superintendent and school board, but the results were not reported in detail in this study. Before it arrived at its final form, the interview schedule was administered to a panel of school trustees in a district adjacent to the participant school board. Several changes in the wording of questions were made and three questions added as a result of this preliminary test of the interview schedule.

Administration of the interview schedule. The interview schedule was administered to twenty-eight of the sixty-eight members of the school district administrative system over a period of two weeks. Among these twenty-eight members were all of the school trustees, thirteen of the

twenty-five central office personnel, and eight of the thirty-seven school principals. Limitations imposed by the shortage of time and availability of respondents prevented a larger sample of central office staff and principals from being interviewed during the period in the field. The time required for completion of the interviews with the twenty-eight participants varied from forty-five minutes to two and one-half hours, with the majority requiring approximately one hour.

Types of response. Answers were elicited from all respondents to the closed-response questions, and it was assumed that these data could be treated as being of equal quality for the purposes of analysis. On the other hand, responses to the open questions varied in quality with some system members offering lengthy answers and others providing no reply. Where pertinent, the data derived from the open-response questions are reported in the textual discussion of the findings.

Sociometric Questionnaire

A sociometric questionnaire (Appendix D) derived from methodology described later in this chapter was administered to sixty-eight members of the school district administrative system. The questionnaire, consisting of ten sociometric questions and a personal data form, was completed in separate sittings by principals, senior administrators and trustees, and central office staff below the position of supervisor of instruction. Time required for completion of the questionnaire varied from twenty-five to forty-five minutes.

II. CODING THE MINUTES

Data Inspection

The precise format of the minutes of the school board in this study permitted the following kind of inspection. First, on a working set of the minutes each item was extracted and separated from the context with a line. (Appendix B). Second, each item was coded and the designation placed in the margin of the minutes. Third, each coded item was checked against the administrative memorandum to determine its source and other pertinent information. Where items were not described in the administrative memorandum a note was made as to whether the item was self-initiated by a trustee or articulated in some other way at the board meeting. Finally, tally sheets were prepared for the twenty-eight meetings and the various frequency distributions recorded for all the quantifiable concepts included in the political science framework. At this stage in the study, it was decided to omit from the coding all motions of a routine nature such as motions to adjourn, reconvene, or adjourn to committee.

School Board Task Areas

During the preliminary coding it was found that unclassifiable data occurred under the extractive demand category when Scribner's sub-categories were applied. After examination of these data, it was decided to increase the number of sub-categories by incorporating into the framework the school board task areas of Hencley. (10:p.73) These task areas were more comprehensive than those of Scribner (16:p.74), and their

adoption eliminated the problem of unclassifiable data occurring in the extractive demand category.

The revised school board task areas were as follows: instruction and curriculum, staff personnel, pupil personnel, finance and business management, school plant and services, and school-community relations.

Ordered and Recommended Motions

In comparing the administrative memoranda with the official minutes of the meetings a difference was noted between the number of recommended motions set forth in the pre-meeting documents and the number of ordered motions recorded in the minutes. The recommended motions were the result of the deliberations of the administrative committee which met every other Wednesday under the chairmanship of the superintendent. In order to determine the amount of control exercised by this committee over the agenda of the school board meetings it was decided frequency distributions showing both recommended motions and ordered motions during the twenty-eight meetings would be prepared.

Communication Function

Scribner (16:p.80) defined as communication:

Any action happening during a school board meeting and recorded in the minutes that either provides or requests information with regard to a demand or support input. . . .

The precise format of the school board minutes used in this study prevented the satisfactory application of this definition, and it was decided to omit this category from the analysis of the documents. Bales' Interaction Process Analysis technique used in studies by Matthews (12) and Thomas (17)

appeared to be a more effective means of examining school board member communication at meetings than did content analysis of minutes. Despite the omission of the communication function from the application of the political science framework, the concept of communication between members of the various subsystems of the school board was retained in the socio-metric analysis and the interview schedule.

Frequency Distributions

After the school board minutes had been coded and checked with the aid of the administrative memoranda the following frequency distributions were tabulated:

1. Demand inputs by type (extractive, symbolic, regulative).
No participative demands were coded in the minutes of the board in the calendar year under investigation.
2. Demand inputs by source (school board, school district, schools, administration, community, government).
3. Recommended motions and ordered motions.
4. Political function by type (aggregation, articulation, self-initiation).
5. Governmental action by type (rule-making, rule-application, rule adjudication).
6. Structure of aggregation by type (executive, legislative, bureaucratic, staff-personnel).
7. Structure of articulation by type (institutional, non-associational, anomic, associational).
8. Structure of self-initiation by trustee.

9. System outputs by type (extractions, symbols, regulations).
10. Extractive outputs by task area.
11. Symbolic outputs by kind.
12. Regulative outputs by task area.

III. RELIABILITY OF CODING

The comprehensive nature of the political science framework made it impossible to train the large number of people required to check the reliability of coding in each category found in the data. In order to give an indication of the reliability of the coding procedures, however, two second-year doctoral students were trained in the basic coding used in identifying demand inputs. The volunteer coders were instructed for an hour in the coding of demand inputs, and they were assigned one sample set of minutes from one meeting of the school board under examination. These minutes were to be coded and returned to a follow-up session held the next day. In order to assist them in their coding, the volunteers were provided with a copy of Scribner's thesis.

After discussion of the sample coding with the researcher at the follow-up session, the two coders were assigned the minutes of two meetings of the school board. Table II presents the results of the coding of these minutes by the researcher, Coder A, and Coder B.

The researcher and Coder A were similar in their judgments of protocols illustrative of extractive demands, symbolic demands, regulative demands, and communications. (Communication was retained in the political science framework during the practice coding.) A correlation of the judgments of the kinds of extractive demands by the researcher and Coder

TABLE II
COMPARISON OF CODING OF DEMAND INPUTS BY
RESEARCHER, CODER A, AND CODER B

Demand Inputs	Researcher	Coder A	Coder B
<u>Extractive Demands</u>			
Instruction and Curriculum	0	0	0
Staff Personnel	6	4	7
Pupil Personnel	1	1	1
Finance and Business Management	8	8	9
School Plant and Services	7	4	0
School-Community Relations	1	5	2
Totals	23	22	19
<u>Symbolic Demands</u>			
Meetings	0	0	5
Publications	0	0	0
Tributes	2	2	1
Programs	0	1	0
Totals	2	3	6
<u>Regulative Demands</u>	10	12	14
<u>Communications</u>	10	8	7
Grand Totals	45	45	46

A revealed $r = .73$.

The researcher and Coder B, however, were farther apart in their judgments of the majority of categories. A correlation of the judgments of the kinds of extractive demands by the researcher and Coder B revealed $r = .64$. In the coding of similar extractive demands the judgments of Coder A correlated with Coder B $.74$.

Despite the differences among the coders in the categories of school plant services, school-community relations, and symbolic demands the overall judgments of coders were reasonably congruent. An item by item check of differences among coders revealed that these differences were generated by four principal causes:

1. The previous career background of the coder affected his judgments. For example, Coder B who was a former Alberta school superintendent applied his knowledge of Alberta school law to the coding of several items which were interpreted differently under British Columbia school law. These dissimilar interpretations of school law accounted for the differences between the researcher and Coder B in the coding of the school plant and services and the finance and business management categories.

2. The coders were not requested to use the administrative memoranda along with the minutes of the meetings during their coding procedures. It was felt that the mastery of this extra material would place too heavy a burden on the volunteer coders. However, knowledge of the administrative memoranda would have assisted the coders in a more valid categorization of several of the items.

3. Lack of sequential coding over a long period of time affected

the judgment of the coders. For example, the researcher was able to trace the development of an extractive demand over the period of several months, and therefore, he placed the first request for a service under school plant and services. Later, the warrant for the payment of this service would be categorized as a finance and business management item. The volunteer coders of necessity lacked the advantages provided by sequential coding.

4. Involvement of the researcher in personnel interviews within the school district under examination enabled him to make distinctions between protocols which could not be expected of volunteer coders who were understandably unfamiliar with staff and procedures in an area far removed from the University of Alberta.

As a result of the reasonable degree of congruence which did occur between the coding of the researcher and the volunteer coders it was felt that the coding procedures used over the twenty-eight meetings were adequate for the purposes of this investigatory study.

IV. SOCIOMETRIC TECHNIQUES

The sociometric techniques used in this study were considered as useful aids in furthering the main purpose of the thesis. Although these techniques were interesting in themselves and generated much data for analysis, only the results pertinent to this study are presented in this report.

Specifically, sociometric procedures were used to seek answers for these two problems related to the main research question:

1. What subgroups are among administrative personnel of the

school system?

2. How do these various subgroups interact within the whole administrative system of the school district?

Examination of these questions it was hoped would provide breadth and depth to the description of the administrative system from which was selected the twenty-eight respondents to the interview schedule. It was hoped also that consideration of these questions would supply information related to such system properties as boundaries, interdependence, and comprehensiveness.

Overview of Sociometric Methodology

Sociometric techniques were originated by Moreno (13) and described in detail in his book Who Shall Survive? Shortly after World War II several social scientists began to apply matrix algebra to the analysis of sociometric data. Forsyth and Katz (5) and Festinger (4) were among the first to use matrix algebra in this field. More sophisticated mathematical techniques for the analysis of sociograms were later developed by Harary and Ross (8).

Of particular interest to the present study is the work of Weiss and Jacobson (19) who developed a sociometric technique for the analysis of complex organizations. Weiss (18) in a subsequent book described a laborious method for manipulating sociomatrices by hand. In this decade, computer programs have become available for this type of sociometric analysis.

The work of Blocker et al. (2) in the sociometric analysis of junior college staffs has influenced the methodology used in several

recent studies of school staffs by House (11), Bezeau (1), Breitzkreuz (3), and Scharf (15). All of these studies used computer programs written by Bezeau for sociometric analysis. Bezeau also wrote the programs for the present study in PL/1 for an IBM 360/67 computer. These programs were also available in Fortran IV for an IBM 7040 series computer which was no longer in service at the University of Alberta.

Specific Sociometric Techniques Used in this Study

The sociometric techniques used in this study are based upon the communications dimension in large work groups as defined by Blocker et al. (2). In describing the communications dimension Blocker et al. (2:p.15) state:

The dimension which will tell the most about the system is communications. It provides the major structure for representing the system.

Blocker et al. (2:pp.16-19) describe the four qualities of the communications dimension to be: (1) the number and direction of communications in the system; (2) the multi-step communications in the system; (3) the communications weight of the members as measured by their participation in three-step channels of communication; and (4) the clique structure of the system including membership, location, and connection of cliques. The sociometric instrument in the present study included ten questions with each question focussing upon the communications dimension of a specific area for interaction among the members of the administrative system. (Appendix D)

The following procedures were employed in using the sociometric questionnaire. (Appendix D)

1. Questions 1, 2, and 10 of the questionnaire were designed to

gather data for analyzing the group structure of the administrative system. Questions 1 and 2 probed primary and secondary communication networks respectively. Question 2 examined the socialization network.

2. Questions 3-9 were designed to examine communications networks used in the performance of the major task areas specified in the political science framework. For the purposes of the sociometric instrument staff personnel was divided into non-teaching personnel and teaching personnel.

3. As noted earlier in this chapter, the sociometric questionnaire was administered to the members of the administrative system in three separate sittings. Respondents were permitted to choose only those persons indicated on a List of Personnel provided with each questionnaire. No limit was placed upon the number of choices that could be made from this list.

4. Choices of personnel on the list and the instrument were organized alphabetically into two sections with trustees and central office staff in Section A and principals in Section B. This method of organization was used to assist respondents in selecting their choices from the sixty-eight names included in the system while reducing the amount of bias which might occur as a result of affixing titles to names or ordering names according to the organizational hierarchy. Before sociometric analysis, these choices were re-ordered by using a computer program which arranged the respondents in alphabetical order in groups with trustees in positions 1-7, central office staff in positions 8-32, and principals in positions 33-68. This program also removed the break in seriation of choices which had occurred at numbers 33-50 on the List

of Personnel.

5. After the re-ordering of the respondents and their choices, 68 x 68 sociomatrices were prepared by the computer for each of the ten questions.

6. The sociomatrices for Questions 1, 2, and 10 were cast into third order reciprocated matrices for the derivation of the intercorrelation matrices necessary for factor analysis. Factor analysis procedures had been used by Blocker et al. (2:pp.27-29) and Breitzkreuz (3:pp.65-78) for purposes of subgroup detection. In this study, basically the same procedures were used with the intercorrelation matrix resulting from the third power reciprocated matrix being subjected to principal axis factor analysis, varimax rotation, and the iteration being continued until eigenvalues below 1.000 were reached. After analysis of results it was decided to use a factor loading of .40 to determine subgroup membership.

7. Sociomatrices prepared for Questions 3-9 were raised to the third order matrix without reciprocation. Reciprocation of choices in these matrices was avoided in order to retain as much information as possible regarding the involvement of the members of the administrative system in the task areas. A communications weight for each member in each matrix was derived by summing the values in the columns of the third order unreciprocated matrices. This value indicated the number of three-step communications a member had been involved in with respect to a particular task area. These values or communication weights were presented in a ranked array by the computer with continuous seriation from 1-68 and no adjustment for tied ranks. From this information were developed tables showing the degree of member involvement in the

communications dimension of each of the task areas.

V. ANALYZING AND REPORTING THE DATA

The majority of findings in this study are presented in percentage distribution and frequency distribution tables. Percentages in these tables are rounded to the nearest whole number.

The frequency distributions and percentage distributions were inspected to determine proportions, cycles, and trends in the occurrence of the political science concepts in the minutes of the school board. Where relevant, the textual discussion accompanying the tables is supplemented with data obtained from the interviews. Several questions in the interview schedule answered by all the twenty-eight respondents in the sample were analyzed by means of a weighted choices method. (6:pp.272-274) The results of seven of the sociometric questions are recorded in tabular form, and the remaining three questions were subjected to factor analysis techniques. Correlations in several of the tables were provided by an APL computer program.

VI. SUMMARY

The school board selected for this investigatory study was located in a suburb of Vancouver, British Columbia. The minutes of twenty-eight meetings of the school board were coded according to the concepts in the political science framework adapted for school boards by Scribner. Coding procedures for part of the framework were checked for reliability by two graduate students who examined the minutes of two complete meetings.

After completing the coding of the minutes, the researcher visited

the school district to interview twenty-eight school board officials regarding the validity of the political science framework in the analysis of school board performance. Sociometric information related to school district personnel and demographic and fiscal information describing the school district and its operation were collected at this time also.

Data for the content analysis of the school board minutes were reported in the form of percentage and frequency distributions. The method of inspection and textual discussion including data from the interviews were also used in the analysis and reporting of the data. Methods derived from the work of Blocker et al. (2) and Breitkreuz (3) were employed in the analysis of the data obtained from the sociometric questionnaires.

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CHAPTER V

DESCRIPTION OF THE SCHOOL DISTRICT AND THE ADMINISTRATIVE SYSTEM

The first two sections of this chapter contain the description of the school district and an examination of its administrative system. Although of secondary importance in this study, consideration is given in the third and fourth sections of this chapter to the related problems stated in Chapter I. One of these problems, concerned with the interaction of the various subgroups within the administrative system, is presented in the third section of the chapter. The fourth section considers the problem of identification of subgroups within the administrative system, and a final section discusses the relevance of the sociometric findings.

It was not felt necessary to present in this chapter an exhaustive analysis of the sociometric data. Enough information is provided, however, to complement the description of the administrative system, and to prepare for the application of the political science framework in Chapters VI, VII, and VIII.

I. DESCRIPTION OF THE SCHOOL DISTRICT

Geographical and Socio-Economic Features of the School District

The school district in this study was composed of two local government jurisdictions, one designated as a city, and the other as a municipality. The city was bounded on three sides by the larger municipal area, and on the fourth side by the sea. Together the city and municipality included nearly 43,100 acres. Further geographical relationships of the two governmental jurisdictions comprising the

school district are shown in Figure 1.

At the time of the study, the total population of the school district was over 100,000, and included approximately 30,000 family units. The total assessed value of the residential, commercial, and industrial property in the school district was over 200,000,000 dollars. Since the end of the Second World War, the population of the school district has grown very rapidly, and the character of the community has changed from rural-industrial to urban-residential with some industry along the waterfront. Much land remains for future development especially in the eastern sections of the school district, and above average population growth should continue for another decade. (6:p.19)

To provide an indication of the socio-economic status of the school district Figures 2 to 5 have been adapted from a recent junior college feasibility study. (6) This junior college survey included one other suburban school district of approximately 30,000 population lying immediately west of the district in this study. In Figures 2 to 5 this smaller district has been omitted.

These Figures 2 to 5 are based upon the results of a questionnaire which was administered to the parents of 552 Grade 5 pupils out of a total population in the survey area of 2,127 Grade 5 pupils. Over 70 per cent of the questionnaires were returned and included in the calculations for these figures. (6:pp.44-45) As a result of the recency of the junior college study from which they were adapted, it was assumed that the indices of Occupations, Family Income, Father's Education, and Educational Goals presented in Figures 2 to 5 provided a useful description of the current socio-economic status of the school district in this research.

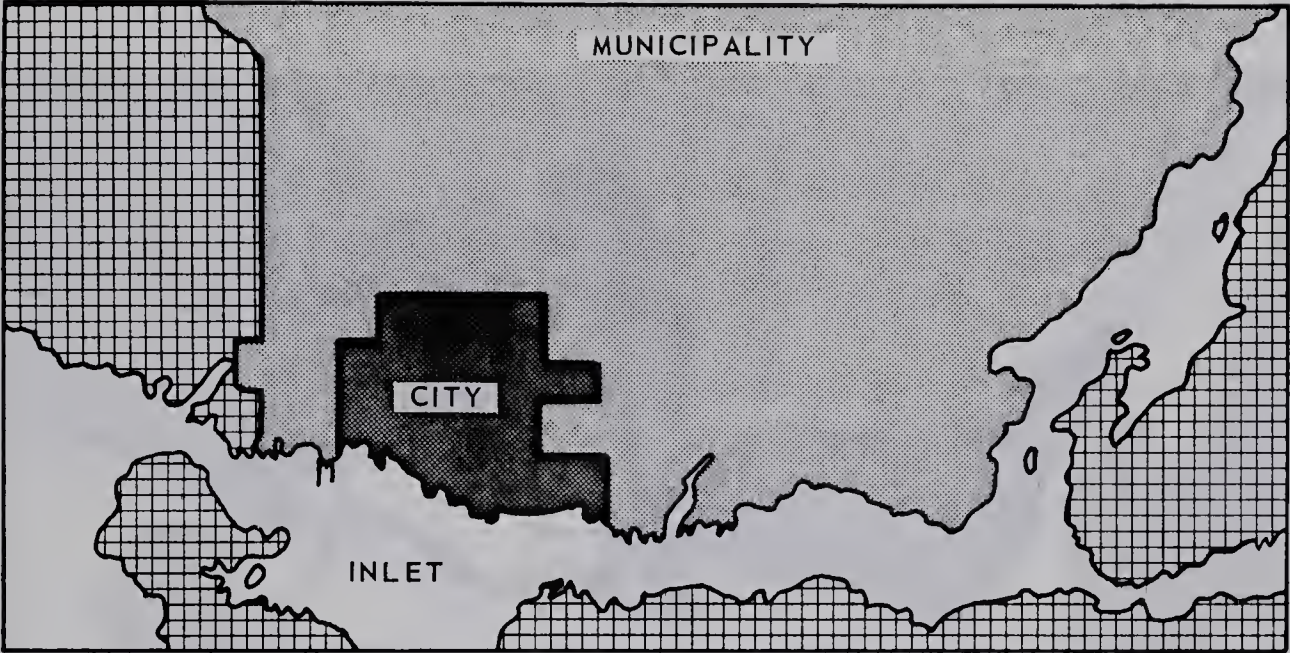
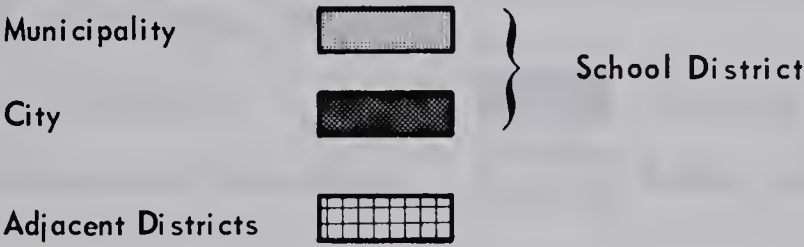


FIGURE 1

MAP OF THE SCHOOL DISTRICT

Adapted from Hardwick and Baker (6: p. 24)



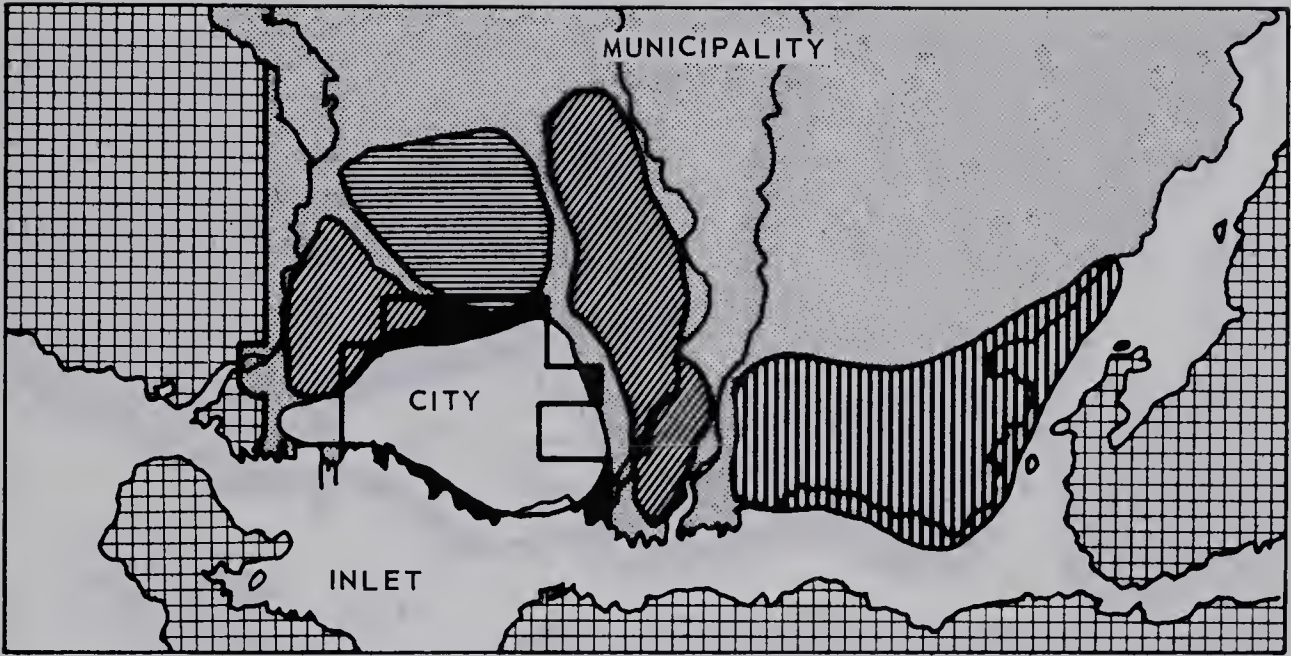






FIGURE 2

OCCUPATIONS OF FATHERS OF GRADE 5 CHILDREN IN SCHOOL DISTRICT

Shadings represent significant deviations from the average occupations of fathers of Grade 5 children. Adapted from Hardwick and Baker (6;p. 24)

- | | |
|--|--|
|  Predominantly managerial |  Sales and professional |
|  Professional and mixed occupations |  Crafts, trades, and mixed occupations |

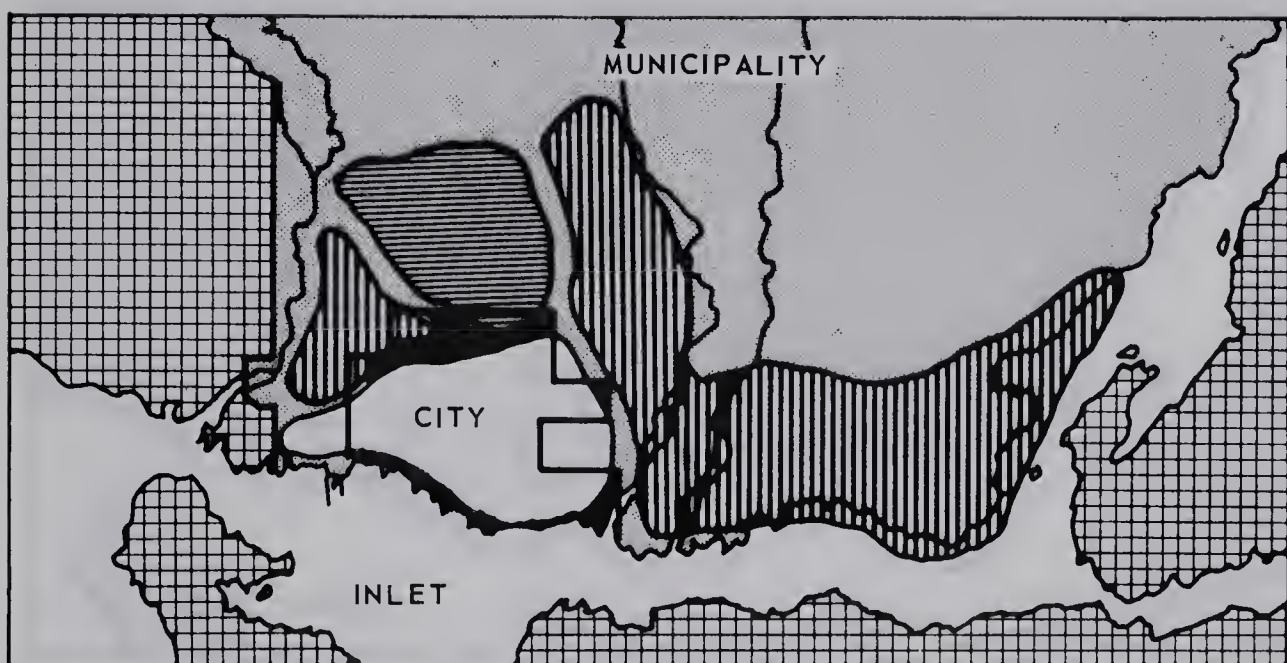


FIGURE 3

FAMILY INCOME OF PARENTS OF GRADE 5 CHILDREN IN SCHOOL DISTRICT

Among parents of Grade 5 children. Average annual income in 1965: \$9,460
 Adapted from Hardwick and Baker (6: p. 24)



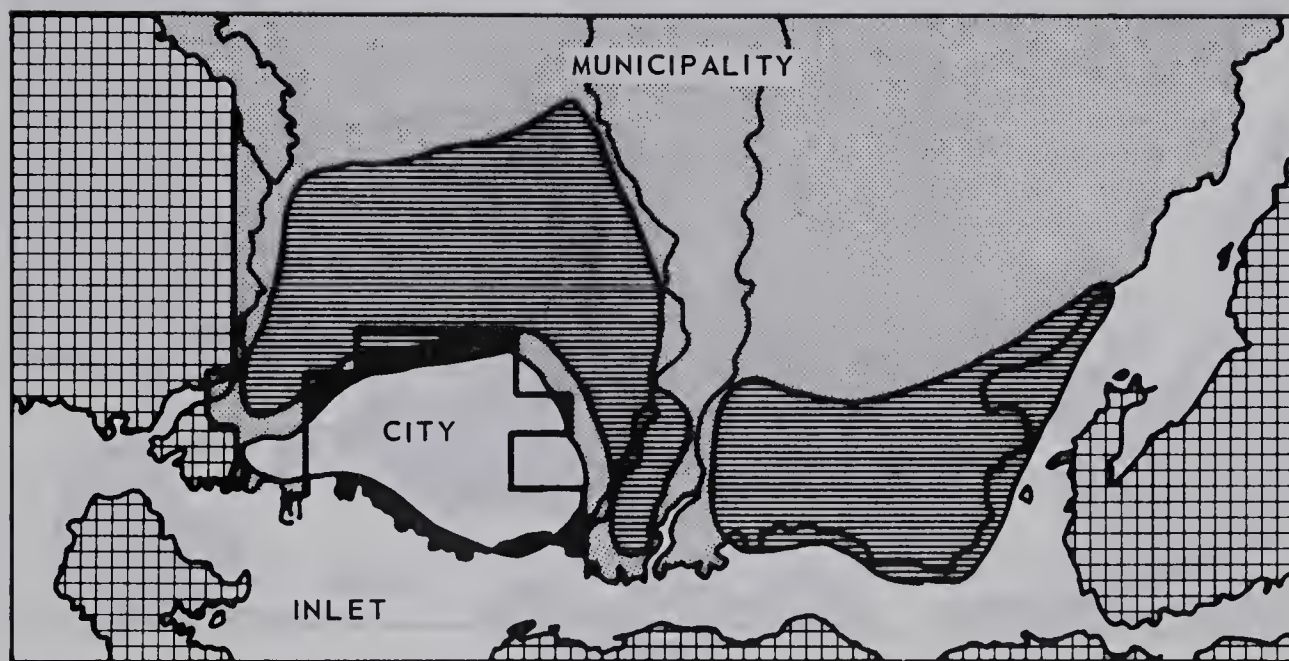
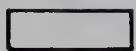


FIGURE 4

EDUCATION OF FATHERS OF GRADE 5 CHILDREN IN SCHOOL DISTRICT

Shadings indicate characteristic level of education attained by fathers of Grade 5 children
Adapted from Hardwick and Baker (6: p. 26)



Most father have less than Grade 12



Most fathers have secondary education

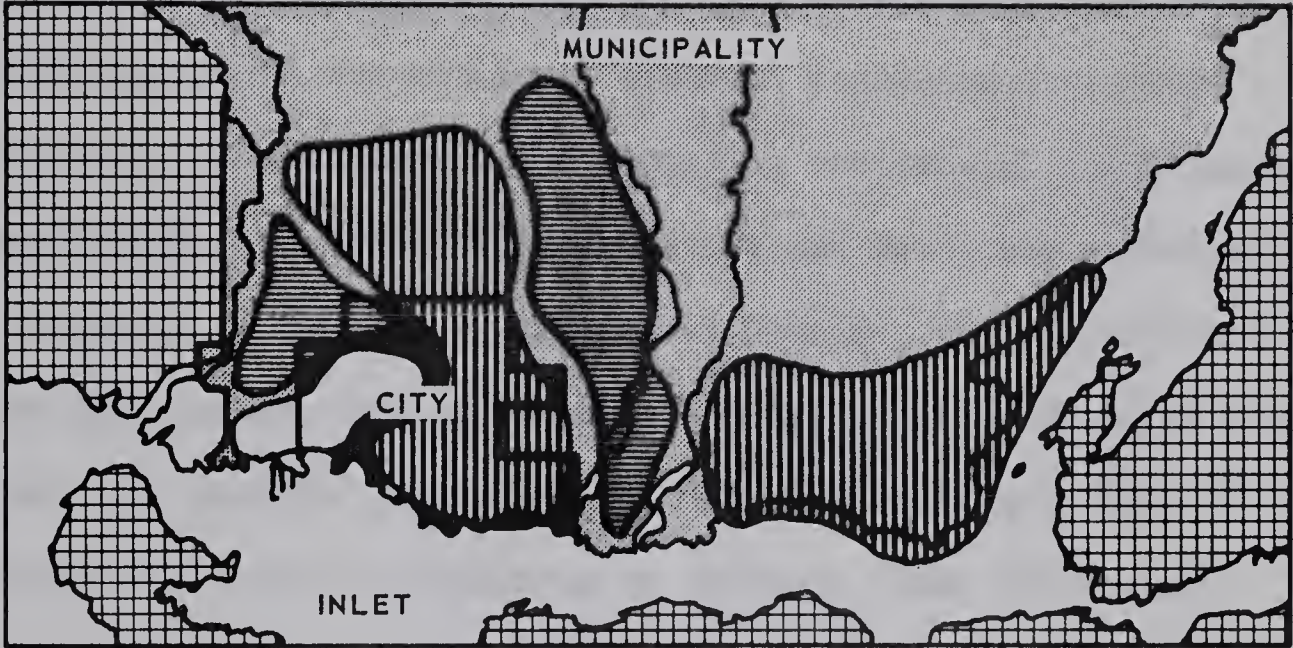


FIGURE 5

EDUCATIONAL GOALS FOR GRADE 5 CHILDREN IN SCHOOL DISTRICT

Parents of Grade 5 children who expect their children to attain a university degree
Adapted from Hardwick and Baker (6: p. 26)



Of interest to the present study, was the evidence furnished in Figures, 2, 3, and 4 that the city district was below the average of the whole school district in occupational level of fathers, family income, and educational level of fathers. Figure 5, however, indicated that slightly more than half of the families surveyed in the city district had at least average educational goals for their children. During the course of the study, it was noted also that the city district had the older school buildings while the municipal district possessed the newer facilities built to accommodate the expanding residential subdivisions. One common demand recorded during the interviews with city principals was for renovated or completely new school plants. It appeared that within the next decade, the differences in quality of educational plant between the city district and municipal district would give rise to more urgent demands devoted to overcoming or reducing these differences.

II. DESCRIPTION OF THE ADMINISTRATIVE SYSTEM

Formal Organizational Structure of the Administrative System

In this study the concept of the administrative system was derived from the line and staff relationships illustrated by the formal organizational chart of the school system. (Figure 6) For the purposes of the study the members of the administrative system were limited to the board of school trustees, central office staff, and principals. (supra. p. 9) Positions such as secondary teacher, elementary teacher, senior assistant, vice-principal, department head, chief custodian, superintendent of maintenance were not included in the investigation procedures.

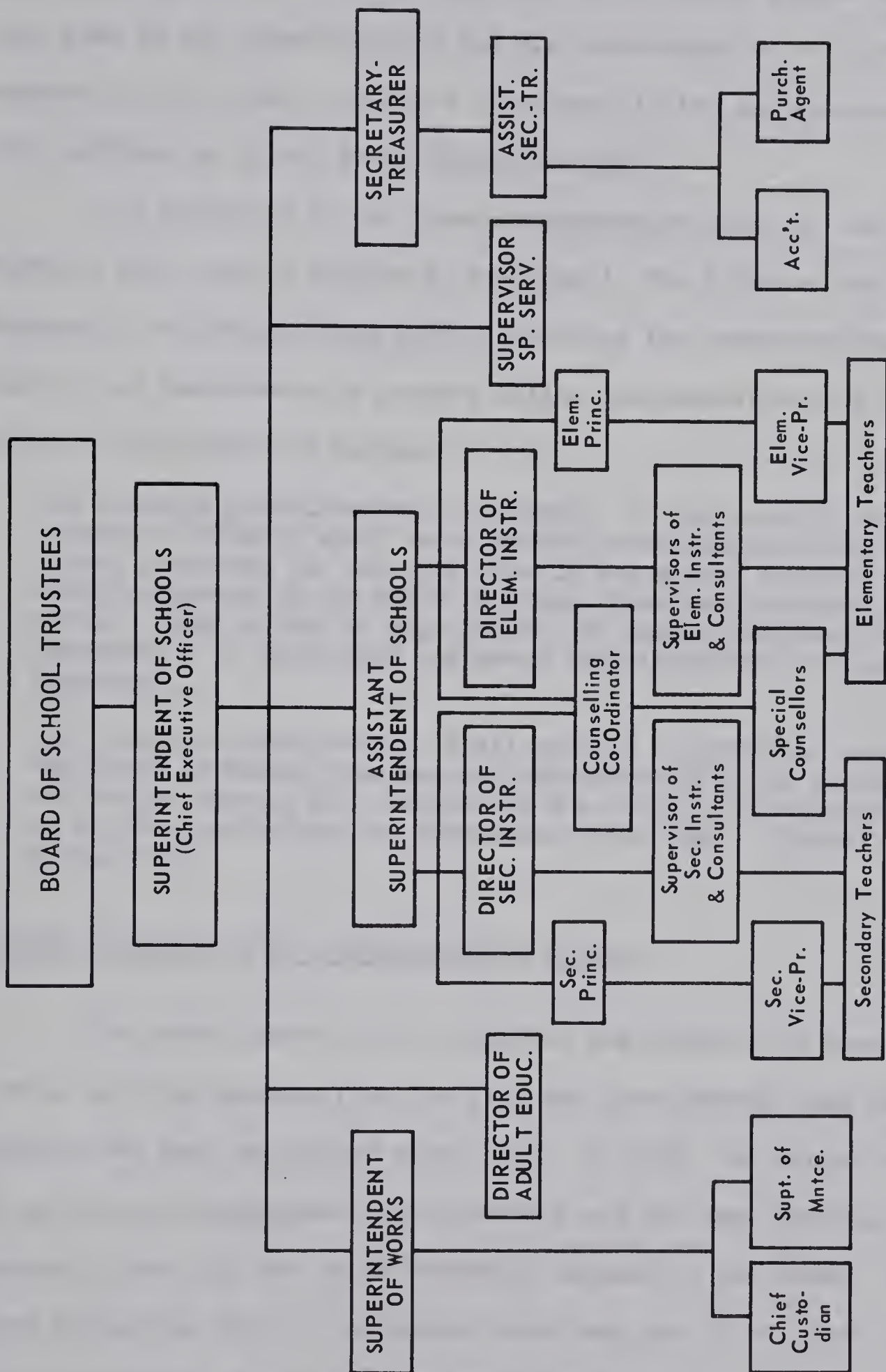


FIGURE 6

FORMAL ORGANIZATIONAL CHART OF THE SCHOOL SYSTEM

Adapted from School Board Regulation 2410

The formal organization chart of this school system is reviewed each year by the superintendent and his administrative officers. After approval by the board, the chart is entered in the policies and regulation handbook as School Board Regulation 2410.

All positions on the formal organization chart of the school district were clearly defined by policies in the Policies and Regulation Handbook. The school board policy governing the administration, supervision, and recruitment of central office administrative and supervisory personnel was stated as follows:

The District Superintendent of Schools, in his capacity as Chief Executive Officer, shall have adequate administrative and supervisory personnel for the operation of the school district and shall recommend to the Board of School Trustees for its approval, at such times as may be appropriate for budget purposes, the appointment of additional necessary administrative and supervisory personnel.

The District Superintendent shall provide regulations, approved by the Board of School Trustees and consistent with the provisions of the Public Schools Act, indicating the duties and responsibilities of all administrative and supervisory personnel. (School Board Policy 2112)

General Features of the Administrative System

The school board in this district was composed of seven members. A ratio of three members from the city and four members from the municipality had been maintained since 1949. In 1962, the school board made the provincially-appointed superintendent who had been serving in the district since 1954 the chief executive officer of the board. (School Board Regulation 2111) This school board was one of the first boards in British Columbia to make such an appointment.

Under his immediate supervision in the central office, the

superintendent had fourteen instructional and twenty-six non-instructional staff members. In the school district, the superintendent was responsible for the supervision of 818 teaching and administrative staff members serving the needs of 20,200 pupils in twenty-nine elementary schools and nine secondary schools. Approximately 142 non-instructional staff also served in these schools under the joint supervision of the principals and central office staff.

Personal Characteristics of the Members of the Administrative System

Table III presents a summary of the personal characteristics of the members of the administrative system. A trustee, Member 69, was added to the list of personnel included in the administrative system although he had retired at the end of the study year. This trustee was included in the interviews, but excluded from answering the sociometric questionnaire. Conversely, a newly-elected trustee, Member 1, was included in the sociometric methodology, but not interviewed. For the purposes of this study, the administrative system was considered to number sixty-eight members with twenty-eight of this group responding to interviews.

The average age of the members of the administrative system was 48.7 years and the average length of service in the school district was 14.1 years. Average number of years experience of the members in their respective positions was 19.8 years. Only eight of the members had less than the equivalent of four years university training. Seventeen of the group had masters' degrees and one trustee had a medical degree. Another eleven members of the system had two bachelors' degrees.

TABLE III

PERSONAL CHARACTERISTICS OF THE MEMBERS OF
THE ADMINISTRATIVE SYSTEM

Member	Sex	Marital Status	Age	Degrees Held	Years in School District	Total Years Experience in Field	Position in District
1	F	M	34		1	1	Trustee
2	M	M	49	B.A., B.Ap.Sc	10	10	Trustee*
3	F	M	56		10	10	Trustee*
4	M	M	42		7	7	Trustee*
5	F	M	47	B.S.W.	7	7	Trustee*
6	M	M	43	B.A.	3	3	Trustee*
7	M	M	52	M.D.	10	10	Trustee*
8	M	M	60	M.A.	5	5	Director of Adult Education*
9	M	M	60	B.A., B.Ed.	9	25	Supervisor Secondary Instruction*
10	F	S	31	B.Ed.	3	12	Supervisor Intermediate Instruction*
11	F	S	50	B.A.	25	25	Supervisor Special Education*
12	M	M	39	C.G.A.	4	15	Assistant Secretary-Treasurer*
13	M	M	54	B.A., B.Ed.	5	34	Assistant Superintendent*
14	M	M	44	B.A.	12	12	Supervisor of Special Services*
15	M	M	62		33	38	Consultant, Industrial Education
16	M	M	53	M.A.	17	17	Consultant, Science
17	M	M	52	B.A.	5	5	Special Counsellor
18	M	M	56		4	20	Purchasing Agent
19	M	M	40	A.T.D.	5	5	Consultant, Art
20	M	M	35	M.Ed.	1	1	Co-ordinator, Data Processing
21	M	M	59	B.A., B.Ped.	14	37	Superintendent*
22	M	M	54	B.A.	20	20	Secretary-Treasurer*
23	F	M	57	B.A.	4	36	Supervisor Primary Instruction*
24	M	M	59	B.A., B.Ed., M.Ed.	12	40	Director of Elem. Instruction*
25	M	M	64	B.A.	38	41	Director of Secondary Instruction*

TABLE III(Continued)

Member	Sex	Marital Status	Age	Degrees Held	Years in this School District	Total Years Experience in Field	Position in District
26	M	M	37	B.Ed.	1	1	Special Counsellor
27	M	M	54	B.A.	4	33	Supervisor of Music
28	M	M	31	M.Sc	7	7	Consultant, Physical Education
29	M	M	60		3	3	Accountant
30	F	S	60	B.A., B.L.S.	16	32	Chief Librarian
31	F	S	48	M.Ed.	3	28	Special Counsellor
32	M	M	49	N.B.C.	13	28	Superintendent of Works*
33	M	M	41	B.A., B.Ed.	16	16	Principal, Elementary
34	M	M	38	B.A., B.Ed.	13	16	Principal, Elementary
35	M	M	41	B.A., M.Ed.	6	16	Principal, Elementary
36	M	M	46	B.A., B.Ed., M.Ed.	18	23	Principal, Elementary*
37	M	M	55	B.A.	29	35	Principal, Elementary
38	M	M	31		4	10	Principal, Acting
39	M	M	36	B.A., M.Ed.	11	14	Principal, Elementary
40	M	M	43	M.A., M.Ed.	6	18	Principal, Elementary*
41	M	M	47	B.A., M.Ed.	18	22	Principal, Elementary
42	M	M	47	M.Ed.	4	14	Principal, Elementary
43	M	M	49	B.A., B.Ed., M.Ed.	18	18	Principal, Elementary
44	M	M	41	B.A.	15	15	Principal, Elementary
45	M	M	61	B.A., B.Ed.	39	39	Principal, Elementary
46	M	M	62		28	28	Principal, Elementary
47	M	M	52	B.A.	24	24	Principal, Elementary
48	M	M	60	B.A.	9	22	Principal, Elementary
49	F	S	63	M.A.	44	44	Principal, Elementary
50	M	M	40	B.A.	9	21	Principal, Elementary
51	M	M	47	M.Ed.	24	24	Principal, Elementary*
52	M	M	34	B.A.	8	8	Principal, Elementary
53	M	S	57	B.A.	33	33	Principal, Elementary
54	M	M	63	B.A., B.Ed.	40	42	Principal, Elementary
55	M	M	40	B.A.	14	14	Principal, Elementary
56	M	M	46	B.A., B.Ed., M.Ed.	25	25	Principal, Elementary
57	M	M	42	B.Ed.	12	12	Principal, Elementary*
58	M	M	39	B.A.	12	12	Principal, Elementary
59	M	M	40	B.A., B.Ed., M.Ed.	15	20	Principal, Elementary*
60	M	M	58	B.A.	40	41	Principal, Secondary
61	M	M	54	B.A.	6	33	Principal, Secondary*

TABLE III (Continued)

Member	Sex	Marital Status	Age	Degrees Held	Years in this School District	Total Years Experience in Field	Position in District
62	M	M	41	B.A.	18	18	Principal, Secondary
63	M	M	54	B.A., B.Ed.	20	23	Principal, Secondary
64	M	M	50	M.Ed.	8	16	Principal, Secondary
65	M	M	53	B.A., B.Ed.	26	30	Principal, Secondary
66	M	M	43	M.A., M.Ed.	6	18	Principal, Secondary*
67	M	M	47	B.A., B.Ed.	14	17	Principal, Secondary
68	M	M	37	M.Ed.	10	18	Principal, Secondary*
69	M	M	60	LL.B.	10	10	Trustee*

M = 60

F = 9

Mean Age = 48.7 Years

Mean Years in this School District = 14.1

Mean Years in the Field = 19.8

* Interviewed

Eight of the members listed, including the recently retired Member 69, were trustees. The central office personnel in the administrative system numbered twenty-five. School administrative staff listed in the table included twenty-six elementary school principals, nine secondary school principals, and one acting principal.

Formal Decision-Making Processes of the Administrative System

In 1962, this school board adapted the Davies-Brickell (4) procedures for school board policy-making. These procedures with some minor adjustments have been in continuous operation in the district since that time.

The Davies-Brickell School Board Policy-Making Procedures. These procedures attempt to provide a school board with an orderly method for decision-making based upon the co-operative development of policies and regulations by trustees and professional staff. (4) The core of these procedures is a policies and regulations handbook designed to include the majority of decision-making areas under complete or partial jurisdiction of the school board. In theory, the board of school trustees establishes the policies for the school district, and the superintendent and his staff devise the regulations for the administration and supervision of these policies. In the district under examination, however, it was difficult to make this distinction between policy-formulation by the board and policy implementation by the superintendent. Both the superintendent and his staff and the trustees appeared to be equally involved in policy-formulation and rule-making. As a result of their efforts, the administrators and the trustees over the past six years had methodically

compiled a handbook containing 91 policies and 181 regulations covering the whole range of school district operations.

The General Administration Committee. From the operation of the Davies-Brickell procedures had developed in the central office a group of committees to assist in policy-formulation and policy implementation in the major instructional and administrative areas. Figure 7 presents a chart naming these committees, their frequency of meetings, and their participants. By far the most important of these committees was the General Administration Committee. This committee which met prior to each school board meeting to establish the agenda consisted of the superintendent, the assistant-superintendent, the secretary-treasurer, the directors of elementary and secondary instruction, the superintendent of works, and the assistant secretary-treasurer.

Some indication of the importance of the General Administration Committee in the formal decision-making of this board is provided in Table IV. This table shows that of the 452 ordered motions passed during the year of the study 347 (76 per cent) first appeared in the form of recommended motions from the Administration Committee. On a monthly basis, the percentage of ordered motions derived from the recommended motions ranged from a low of 38 per cent to a high of 96 per cent.² Henceforth in this study, the General Administration Committee will be called the Administration Committee.

²Gittell noted that participation in school policy formulation can take three forms: (1) closed--only the professionals in the system participate; (2) limited--the board of education and/or the mayor and specialized educational interest groups participate; and (3) wide--groups not wholly concerned with school policy participate. (5:p.4).

SCHEDULE OF MEETINGS

GROUP	CHAIRMAN	PLACE	DATE	TIME
General Administration Committee	Superintendent	Board Room	Wednesday preceding regular board meetings	10:00 a.m.
Education Administration Committee	Superintendent	Superintendent's office	Every Friday	9:00 a.m.
Instruction Committee (General)	Assistant Superintendent	Assistant Superintendent's office	Every Monday	9:00 a.m.
Elementary Instruction Committee	Director, Elementary Instruction	Conference Room	Every Friday	1:30 p.m.
Secondary Instruction Committee	Director, Secondary Instruction	Conference Room	Every second Tuesday	3:30 p.m.

PERSONNEL

Administration Committee: Superintendent, Secretary-Treasurer, Director of Adult Education, Assistant Superintendent, Supervisor of Special Services, Director of Elementary Education, Director of Secondary Education, Superintendent of Works, Assistant Secretary-Treasurer.

Education Committee: Superintendent, Director of Adult Education, Assistant Superintendent, Directors of Elementary and Secondary Education.

Instruction Committee (General): Assistant-Superintendent, Directors of Elementary and Secondary Instruction, and Supervisor of Special Education.

Elementary Instruction Committee: Director of Elementary Instruction, Supervisors of Special Education, Special Services, Primary and Intermediate Instruction, Music, and all Elementary Consultants.

Secondary Instruction Committee: Director of Secondary Instruction, Supervisors of Special Services, Secondary Instruction, Intermediate Instruction, Special Education, and all Secondary Consultants. (Chairmen of Secondary School Department Heads will attend the meetings in October and May.)

FIGURE 7

SCHOOL BOARD COMMITTEES: SCHEDULE OF MEETINGS AND PERSONNEL

(Adapted from School Board Regulation 2430)

TABLE IV

FREQUENCY DISTRIBUTIONS OF ORDERED AND RECOMMENDED MOTIONS

Type of Motion	Jan. f	Jan. Pct.	Feb. f	Feb. Pct.	Mar. f	Mar. Pct.	Apr. f	Apr. Pct.	May f	May Pct.	June f	June Pct.	July f	July Pct.	Aug. f	Aug. Pct.	Sept. f	Sept. Pct.	Oct. f	Oct. Pct.	Nov. f	Nov. Pct.	Dec. f	Dec. Pct.	Total f	Total Pct.
Ordered Motions	34	100	40	100	26	100	54	100	51	100	75	100	26	100	23	100	35	100	29	100	40	100	19	100	452	100
Recommended Motions	23	68	24	60	25	96	47	87	39	77	53	71	23	88	22	96	29	83	11	38	33	83	18	95	347	76
Differences	11	32	16	40	1	4	7	13	12	23	22	29	3	12	1	4	6	17	18	62	7	17	1	5	105	24

Mean Ordered Motions = 37.7 Motions

Mean Recommended Motions = 28.9 Motions

Range Ordered Motions = 75 - 19 = 56 Motions

Range Recommended Motions = 53 - 11 = 42 Motions

III. INVOLVEMENT OF THE MEMBERS OF THE ADMINISTRATIVE SYSTEM IN COMMUNICATIONS NETWORKS

In this section, the description of the administrative system is extended by examining the communications networks occurring in the various task areas of the school board. Data for examining the communications networks were obtained from Questions 3 to 9 in the sociometric questionnaire. (Appendix D) A complete summary of the ranks and communications weights of each system member in the seven task areas appears in the Tables XLV to LI in Appendix E. The communications weights in these tables were derived from the unreciprocated third order matrix prepared by the computer from the responses to the sociometric questions. These communications weights indicated the amount of involvement of each system member in three-step or 'three way' communication with other system members. A communications weight of '1' obtained by a member meant that this person had no communication links with other system members in that particular task area, and he had received this weighting from the essential procedure of cubing the ones inserted in the diagonal of the matrix.

In the following analysis of the communications network in each task area, tables are presented which follow the suggestion of Breitkreuz (3:p.27) that one-fifth of the system members who received the largest weights for a given dimension (task area) could be classed as influential. All tied ranks in the fourteenth position in these tables were dropped off to ensure that no more than one-fifth of the total administrative staff was considered influential in any given task area. The ranks and communications weights of influentials in the instruction and curriculum

task area are presented in Table V; non-teaching personnel in Table VI; teaching personnel in Table VII; finance and business management in Table VIII; pupil personnel in Table IX; school plant and services in Table X; and school-community relations in Table XI.

Instruction and Curriculum Communications Network

The communications network for instruction and curriculum was extensive with the Assistant Superintendent, the Supervisor of Intermediate Instruction, and the Director of Elementary Instruction receiving the highest weightings in three-step communications. (Table V) These three members gained the majority of their communications weights from their interaction with the large number of elementary school principals and staff. The Superintendent ranked high in this task area, but his communications weight is considerably lower than the three members above him because he had delegated responsibilities in instruction and curriculum to the directors and supervisors. It is interesting to note that although the Superintendent ranked high in all of the task areas, he ranked first in the communications network of only one, school-community relations.

Of the twenty-seven elementary principals included in the administrative system, six were classified as influential in instruction and curriculum. Although none of the secondary principals were classified as influentials in this task area, they all occupied ranks above the median of the weightings assigned to members in this area.

Trustees and members of the business administration staff in the central office received very low communications weights in the instruction and curriculum task area. The Assistant Secretary-Treasurer and the

TABLE V

MEMBERS OF THE ADMINISTRATIVE SYSTEM CLASSIFIED AS
INFLUENTIALS IN THE INSTRUCTION AND CURRICULUM TASK AREA

<u>Task Area</u>			
<u>Instruction and Curriculum</u>			
Member	Position	Rank	Weight
13	Assistant Superintendent	1	4791
10	Supervisor, Intermediate Instruction	2	4713
24	Director of Elementary Instruction	3	3818
21	Superintendent	4	2837
23	Supervisor, Primary Instruction	5	2782
25	Director of Secondary Instruction	6	2494
36	Elementary Principal	7	2362
9	Supervisor, Secondary Instruction	8	2263
11	Supervisor, Special Education	9	2210
43	Elementary Principal	10	2191
44	Elementary Principal	11	2162
39	Elementary Principal	12	1991
47	Elementary Principal	13	1864
57	Elementary Principal	14	1753

Superintendent of Works maintained no communications links in instruction and curriculum.

Non-Teaching Personnel Communications Network

The communications weights were low in this task area and the network revolved around the seven members ranked at the top of this dimension. (Table VI) Heavy involvement in the supervision of custodial and maintenance staff gave the Superintendent of Works, the highest communications weight in this task area. The Assistant Secretary-Treasurer, derived his second place ranking from his responsibility for labour negotiations with non-teaching staff. The Superintendent, as chief executive officer of the school board was involved in recruiting and supervising the non-teaching staff in the upper job classifications, but he had little to do with the management of clerical, janitorial, and mechanical staff. Consequently, his communications weight in this task area was lower than the Superintendent of Works, the Assistant Secretary-Treasurer and the Secretary-Treasurer. Trustees such as Members 2, 6, and 3 received their relatively high communications weighting from their service on negotiating committees who frequently met with non-teaching personnel. Several elementary principals who had been active in requesting the services of non-teaching staff in their schools appear among those classed as influentials, but the communications weights that occur below rank 9 show little discriminatory power (Table XLVI)

Teaching Personnel Communications Network

The involvement of central office staff in the recruitment,

TABLE VI

MEMBERS OF THE ADMINISTRATIVE SYSTEM CLASSIFIED AS INFLUENTIALS
IN THE NON-TEACHING PERSONNEL TASK AREA

<u>Task Area</u>			
<u>Non-Teaching Personnel</u>			
Member	Position	Rank	Weight
32	Superintendent of Works	1	2126
12	Assistant Secretary-Treasurer	2	1614
22	Secretary-Treasurer	3	1428
21	Superintendent	4	983
2	Trustee	5.5	613
6	Trustee	5.5	613
18	Purchasing Agent	7	532
3	Trustee	8	374
65	Secondary Principal	9	345
35	Elementary Principal	10	326
36	Elementary Principal	11	297
39	Elementary Principal	12.5	282
44	Elementary Principal	12.5	282
13	Assistant Superintendent	14	268

supervision, and evaluation of teaching personnel caused them to dominate the communications network in this task area. (Table VII) The Director of Elementary Instruction and the Assistant Superintendent ranked highest in communications weights in this task area, and they exceeded the communications weight of their nearest colleague, the Superintendent, by over 1000. These three members, however, had by far the best developed communications network in the administrative system in matters relevant to teaching personnel.

Only three members of the administrative system outside of the central office staff were classed as influentials in the teaching personnel communications network. These Members 36, 44, and 59 were long established elementary principals in this district. Examination of the communications networks of the principals revealed that Members 36, 44, and 59 were relied upon by many of their colleagues for purposes of discussing matters pertinent to teaching personnel.

Trustees and business administrative staff were ranked in the lower one-fifth of the system in this communications network.

Finance and Business Management Communications Network

The highest communications weights in this task area were received by the Secretary-Treasurer and the Assistant Secretary-Treasurer.

(Table VIII) As chief executive officer of the board, the Superintendent maintained a high rank in this communications network, and possibly, without this title he would have ranked lower.

It is interesting to note the emergence of the trustees, Members 2, 4, and 7 as influentials in this communications network. The principals

TABLE VII

MEMBERS OF THE ADMINISTRATIVE SYSTEM CLASSIFIED AS INFLUENTIALS
IN THE TEACHING PERSONNEL TASK AREA

<u>Task Area</u>			
<u>Teaching Personnel</u>			
Member	Position	Rank	Weight
24	Director of Elementary Instruction	1	4311
13	Assistant Superintendent	2	4138
21	Superintendent	3	3117
23	Supervisor, Primary Instruction	4	1982
10	Supervisor, Intermediate Instruction	5	1958
25	Director of Secondary Instruction	6	1894
9	Supervisor, Secondary Instruction	7	1284
44	Elementary Principal	8	1249
11	Supervisor, Special Education	9	1162
59	Elementary Principal	10	1122
36	Elementary Principal	11	1016

TABLE VIII

MEMBERS OF THE ADMINISTRATIVE SYSTEM CLASSIFIED AS INFLUENTIALS
IN THE FINANCE AND BUSINESS MANAGEMENT TASK AREA

<u>Task Area</u>				
<u>Finance and Business Management</u>				
Member	Position	Rank	Weight	
22	Secretary-Treasurer	1	2634	
12	Assistant Secretary-Treasurer	2	2279	
21	Superintendent	3	1964	
13	Assistant Superintendent	4	1693	
18	Purchasing Agent	5	1573	
29	Accountant	6	1564	
32	Superintendent of Works	7	1531	
14	Supervisor, Special Services	8	1285	
2	Trustee	9.5	769	
4	Trustee	9.5	769	
24	Director of Elementary Instruction	11	734	
7	Trustee	12	676	
11	Supervisor, Special Education	13	639	

were excluded from the upper half of the system in this task area, and below the group classed as influentials the communications weights remained fairly constant ranging from a high of 569 to a low of 191. Twenty-six of the thirty-six principals received this communications weight of 191. (Table XLVIII)

Pupil Personnel Communications Network

The Supervisor of Special Education, held a commanding position in this communications network with a weight exceeding her nearest colleague, Member 17, by nearly 1000. (Table IX) The Supervisor of Special Education along with the three special counsellors occupied four of the five top ranks in this task area. The Assistant Superintendent, appeared to be the liaison person between the special education staff and the other central office instructional personnel. Elementary and secondary principals with special classes in their schools were drawn into the influential category of this network as a result of their communications with the Supervisor of Special Education.

Evidence from the responses to this sociometric question indicated that the majority of communications regarding pupil personnel within the administrative system related to special education problems. Trustees and business administrative staff occupied the lower positions in this network and were rarely involved in communications concerning pupil personnel. The communications weights remain fairly constant between rank 15 and rank 49, and then drop off sharply with the placing of the Assistant Secretary-Treasurer at rank 50, weight 68. (Table XLIX)

Although fairly well placed, the Superintendent with a rank of

TABLE IX

MEMBERS OF THE ADMINISTRATIVE SYSTEM CLASSIFIED AS INFLUENTIALS
IN THE PUPIL PERSONNEL TASK AREA

<u>Task Area</u>			
<u>Pupil Personnel</u>			
Member	Position	Rank	Weight
11	Supervisor of Special Education	1	3179
17	Special Counsellor	2	2254
13	Assistant Superintendent	3	2239
31	Special Counsellor	4	1917
26	Special Counsellor	5	1699
21	Superintendent	6	1518
64	Secondary Principal	7	1464
24	Director of Elementary Instruction	8	1248
25	Director of Secondary Instruction	9	1105
23	Supervisor of Primary Instruction	10	1040
33	Elementary Principal	11	1008
43	Elementary Principal	12.5	989
44	Elementary Principal	12.5	989
61	Secondary Principal	14	983

6 received his lowest position in this communications network. Similarly, the Directors of Instruction, Members 24 and 25, received relatively low placements in this communications network which seemed to indicate that their orientation within the central office staff was toward teaching personnel and curriculum matters rather than toward pupil personnel.

School Plant and Services Communications Network

The Superintendent of Works, had a communications weight twice that of his nearest colleague, the Assistant Superintendent. (Table X) The magnitude of the communications weight of the Superintendent of Works was caused by the reliance upon him of virtually every member of the system for discussions relevant to school facilities and services. A secondary communications flow associated with the instructional aspects of school buildings and services appeared to revolve around the Assistant Superintendent, the Supervisor of Special Services, and the Superintendent. Although influential, the Secretary-Treasurer, was not not strongly enmeshed in either the primary or secondary communication flows concerned with school plant services.

The trustees received a low communications weight in this task area. In responding to this sociometric question the school board members indicated that they discussed school plant and services with very few members of the administrative system. Perhaps, if the question had specified school building construction their choices would have been greater. These results were contrary to the opinion that school trustees spend much time in discussion of school facilities, and possibly this finding was an indication that this school board confined its discussions

TABLE X

MEMBERS OF THE ADMINISTRATIVE SYSTEM CLASSIFIED AS INFLUENTIALS
IN THE SCHOOL PLANT AND SERVICES TASK AREA

<u>Task Area</u>			
<u>School Plant and Services</u>			
Member	Position	Rank	Weight
32	Superintendent of Works	1	5089
13	Assistant Superintendent	2	2560
14	Supervisor of Special Services	3	2321
21	Superintendent	4	2280
18	Purchasing Agent	5	1794
24	Director of Elementary Education	6	1532
25	Director of Secondary Education	7	1320
22	Secretary-Treasurer	8	1187
60	Secondary Principal	9	1010
44	Elementary Principal	10	990

of school plant to the formal meetings with little communication taking place on this matter between officials and trustees at other times.

With the exception of the trustees, the communications weights related to school plant and services remained quite high throughout the system descending below 500 only as the 53.5 rank was reached. (Table L)

School-Community Relations Communications Network

The communications flow in the school-community relations network was the second lowest of all the task areas. (Table XI) The Superintendent occupied the key position in this network. He was supported in this position by the Assistant Superintendent.

Five of the seven trustees were classified as influentials in this communications network. The principals did not show well developed communications flows in this task area, and communications weights for fourteen of the principals were below 100. It appeared that the principals tended to restrict their discussion of matters pertaining to school-community relations. (Table LI) In the interviews, the majority of principals acknowledged the importance of school-community relations, but pointed out that it was the responsibility of each individual principal to deal with community relations in his own particular attendance area.

Seven central office personnel and the acting principal received no three-step communications links in the school-community relations task area.

A summary of the frequency of members classified as influentials is presented in Table XII. This table indicates that the Superintendent

TABLE XI

MEMBERS OF THE ADMINISTRATIVE SYSTEM CLASSIFIED AS INFLUENTIALS
IN THE SCHOOL-COMMUNITY RELATIONS TASK AREA

<u>Task Area</u>				
<u>School-Community Relations</u>				
Member	Position	Rank	Weight	
21	Superintendent	1	2017	
13	Assistant Superintendent	2	1757	
22	Secretary-Treasurer	3	1123	
24	Director of Elementary Instruction	4	1047	
25	Director of Secondary Instruction	5	905	
11	Supervisor of Special Education	6	755	
14	Supervisor of Special Services	7	651	
3	Trustee	8	633	
8	Director of Adult Education	9	617	
4	Trustee	10	602	
2	Trustee	11.5	583	
5	Trustee	11.5	583	
31	Special Counsellor	13	538	
7	Trustee	14	510	

TABLE XII

MEMBERS OF THE ADMINISTRATIVE SYSTEM CLASSIFIED AS INFLUENTIALS
IN ALL TASK AREAS

Mem- ber	Position	Task Area							Total
		Ins- truc- tion and Curr- icu- lum	Non- Teach- ing Pers.	Teach- ing Pers.	Fin- and Bus. Mgt.	Pupil Person- nel	School Plant and Serv.	School Commu- nity Rela- tions	
2	Trustee		X		X			X	3
3	Trustee		X					X	2
4	Trustee				X			X	2
5	Trustee							X	1
6	Trustee		X						1
7	Trustee				X			X	2
8	Director, Adult Education							X	1
9	Supervisor Intermediate Instruction	X		X					2
10	Supervisor, Sec. Educ.	X		X					2
11	Supervisor, Spec. Educ.	X		X	X	X		X	5
12	Assistant Sec. Treas.		X		X				2
13	Assistant Superin- tendent		X	X	X	X	X	X	7
14	Supervisor, Spec. Serv.				X		X	X	3
17	Spec. Couns.					X			1
18	Purchasing Agent		X		X		X		3
21	Superinten- dent	X	X	X	X	X	X	X	7
22	Sec. Treas.		X		X		X	X	4
23	Supervisor Primary Inst.	X		X		X			3

TABLE XII (Continued)

Mem- ber	Position	<u>Task Area</u>							Total Fre- quency
		Ins- truc- tion and Curr- icu- lum	Non- Teach- ing Pers.	Teach- ing Pers.	Fin- ance and Bus. Mgt.	Pupil Person- nel	School Plant and Serv.	School Commu- nity Rela- tions	
24	Director Elem.Instruc.	X		X	X	X	X	X	6
25	Director Sec.Instruc.	X		X		X	X	X	5
26	Special Counsellor					X			1
29	Accountant				X				1
31	Special Counsellor					X		X	2
32	Supt. of Works		X		X		X		3
33	Elementary Principal					X			1
35	Elementary Principal		X						1
36	Elementary Principal	X	X	X					3
39	Elementary Principal	X	X						2
43	Elementary Principal	X				X			2
44	Elementary Principal	X	X	X		X	X		5
47	Elementary Principal	X							1
57	Elementary Principal	X							1
59	Elementary Principal			X					1
60	Secondary Principal						X		1
61	Secondary Principal					X			1
64	Secondary Principal					X			1
65	Secondary Principal		X						1

and the Assistant Superintendent were classed as influentials in all seven task areas. The Director of Elementary Instruction was classed as influential in six of the seven task areas. Other members described by their communication weights as being influential in five of the task areas were the Supervisor of Special Education, the Director of Secondary Education, and an elementary principal, Member 44. Trustees placed three influentials in non-teaching personnel, three influentials in finance and business management, and five influentials in school-community relations.

IV. SUBGROUPS WITHIN THE ADMINISTRATIVE SYSTEM

To gain some understanding of the composition of the subgroups within the administrative system the trustees, central office staff, and principals were asked in the sociometric questionnaire to: (1) name the individuals with whom they had almost daily contact (Question 1, Appendix D); (2) name the individuals with whom they had contact three or four times a month (Question 2, Appendix D); and (3) name the persons with whom they had frequent informal social contact (Question 10, Appendix D). The responses to these questions permitted the examination of three networks within the administrative system which were called the primary communications network, the secondary communications network, and the socialization network.

The analysis of these networks was aided by the factor analysis of the cubed reciprocated matrix formed from the responses to each sociometric question. The factor analysis program used in this analysis was written by W. Muir at the University of Alberta, and produced a principal

axis solution, varimax rotation of the factors. Breitkreuz's (3:pp.68-69) criterion of a positive factor loading of 0.40 or greater for the inclusion of a member in a subgroup was used. This criterion appeared to be adequate for the kind of analysis required in the description of the administrative system in this study.

Primary Communications Subgroups

Three subgroups were detected in the primary communications network. (Table XIII) Subgroup 1 was comprised of one trustee, all the senior instructional and business personnel in the central office, two elementary principals, and one secondary principal. With the exception of the Supervisor of Special Education, and the Purchasing Agent, all members of Subgroup 1 had factor loadings of +0.900. The main communications flow appeared to be directed through the Superintendent (0.991), the Director of Elementary Instruction (0.991), the Secretary-Treasurer (0.987), and the Assistant Superintendent (0.985).

Subgroup 2 contained the Supervisor of Special Education, and the three Special Counsellors, Members 17, 26, and 31. The three Special Counsellors had identical factor loadings of 0.981 and along with the Supervisor of Special Education (0.690) appeared to work very closely on matters pertaining to pupil personnel. The three Counsellors, however, were not involved in the day to day general administration activities of the school system.

Subgroup 3 contained the Industrial Education Consultant, the Purchasing Agent, and an elementary principal, Member 45. This minor subgroup seemed to be the result of the close liaison required by the

TABLE XIII

THREE SUBGROUPS IN THE PRIMARY COMMUNICATIONS NETWORK

Mem- ber	Position	<u>Factors</u>		
		Sub- group 1	Sub- group 2	Sub- group 3
4	Trustee	0.962	-	-
8	Director of Adult Education	0.962	-	-
9	Supervisor, Secondary Education	0.973	-	-
10	Supervisor, Intermediate Instruction	0.983	-	-
11	Supervisor of Special Education	0.708	0.690	-
13	Assistant Superintendent	0.985	-	-
14	Supervisor of Special Services	0.975	-	-
15	Consultant, Industrial Education	-	-	0.961
17	Special Counsellor	-	0.981	-
18	Purchasing Agent	0.741	-	0.645
20	Co-ordinator of Data Processing	0.969	-	-
21	Superintendent	0.991	-	-
22	Secretary-Treasurer	0.987	-	-
24	Director of Elementary Instruction	0.991	-	-
25	Director of Secondary Instruction	0.986	-	-
26	Special Counsellor	-	0.981	-
27	Supervisor of Music	0.983	-	-
29	Accountant	0.908	-	-
30	Chief Librarian	0.959	-	-
31	Special Counsellor	-	0.981	-
32	Superintendent of Works	0.974	-	-
45	Elementary Principal	-	-	0.961
55	Elementary Principal	0.959	-	-
68	Secondary Principal	0.922	-	-

three members in requisitioning supplies for instructional programs.

In summary, Subgroup 1 was by far the most significant subgroup within the primary communications network of the administrative system. Subgroups 2 and 3 were highly specific and task-oriented with little impact upon the main communications flow in the school system.

Secondary Communications Subgroups

The secondary communications network also contained three subgroups. (Table XIV) Subgroup 1 was comprised of forty-three of the sixty-eight members of the administrative system. This first subgroup was mainly concerned with maintaining the regular, essential operations of the school system. Several important system members such as the Secretary-Treasurer, the Assistant Secretary-Treasurer and a secondary principal, Member 68, were omitted from this subgroup because they appeared to receive their communications flow from Subgroup 1 of the primary communications network. No trustees were included in this group, although the board chairman with a factor loading of 0.393 did approach recognition for inclusion in this subgroup. Principals with negative factor loadings in Subgroup 1 appeared to be operating as isolates in this school system. (Table LII, Appendix F).

Subgroup 2 in the secondary communications network was comprised of members who appeared mainly concerned with special instructional programs. The inclusion of the Supervisor of Special Education, and the eleven elementary principals and one secondary principal known to have special programs in their schools tended to confirm this hypothesis.

Subgroup 3 included system members who appeared to be directly

TABLE XIV

THREE SUBGROUPS IN THE SECONDARY COMMUNICATIONS NETWORK

Mem- ber	Position	Factors		
		Sub- group 1	Sub- group 2	Sub- group 3
8	Director of Adult Education	0.876	-	-
9	Supervisor of Adult Education	0.544	-	0.598
10	Supervisor of Intermediate Instruction	-	-	0.510
11	Supervisor of Special Education	-	0.796	-
13	Assistant Superintendent	0.694	-	0.604
14	Supervisor of Special Services	0.460	0.563	0.576
15	Consultant of Industrial Education	0.466	-	0.707
16	Consultant of Science	0.830	-	0.409
17	Special Counsellor	-	-	0.788
18	Purchasing Agent	0.807	-	0.471
19	Consultant of Art	0.947	-	-
21	Superintendent	0.437	-	0.630
22	Secretary-Treasurer	-	-	0.634
23	Supervisor of Primary Instruction	-	0.766	-
24	Director of Elementary Instruction	0.793	-	-
25	Director of Secondary Instruction	0.808	-	0.466
26	Special Counsellor	0.593	0.406	-
27	Supervisor of Music	0.717	-	0.473
28	Supervisor of Physical Education	0.897	-	-
29	Accountant	0.853	-	-
30	Chief Librarian	0.841	-	-
32	Superintendent of Works	0.571	-	0.704
33	Elementary Principal	-	0.748	-
34	Elementary Principal	0.448	-	-
35	Elementary Principal	0.754	-	-
36	Elementary Principal	0.644	0.537	-
37	Elementary Principal	0.431	-	-
38	Elementary Principal	0.655	-	-
39	Elementary Principal	0.541	0.641	-
40	Elementary Principal	0.788	0.402	-
41	Elementary Principal	0.657	-	0.477
42	Elementary Principal	0.764	-	-
43	Elementary Principal	0.526	0.624	-
44	Elementary Principal	-	0.575	-
45	Elementary Principal	0.544	-	-
47	Elementary Principal	0.807	0.495	-
48	Elementary Principal	0.696	-	-
49	Elementary Principal	0.895	-	-
50	Elementary Principal	-	0.633	-

TABLE XIV (Continued)

Mem- ber	Position	Sub- group 1	Factors	Sub- group 3
			Sub- group 2	
51	Elementary Principal	0.788	-	-
52	Elementary Principal	-	0.635	-
53	Elementary Principal	0.853	-	-
54	Elementary Principal	0.557	-	-
55	Elementary Principal	0.732	-	-
57	Elementary Principal	0.639	0.680	-
59	Elementary Principal	0.675	0.498	-
60	Secondary Principal	-	0.651	-
61	Secondary Principal	0.655	-	-
62	Secondary Principal	0.788	-	-
64	Secondary Principal	0.803	-	-
65	Secondary Principal	0.769	-	-
66	Secondary Principal	0.895	-	-
67	Secondary Principal	0.777	-	-

involved in the requisitioning of school supplies and the provision of school facilities. A summary of the factor loadings for the members of all three subgroups in this secondary network appears in Table LII, Appendix F.

Socialization Subgroups

Factor analysis results derived from the examination of the socialization network were inconclusive. Nevertheless, the five subgroups indicated in this analysis are reported here. These five subgroups accounted for only 25.959 per cent of the total variance in the socialization network of the sixty-eight members of the administrative system. (Table XV)

Subgroup 1 in this network contained five elementary principals and two secondary principals. An elementary principal, Member 36, linked Subgroup 1 to Subgroup 3 which contained three elementary principals. Member 36 also linked these two subgroups to Subgroup 5 which was composed of two trustees, two special counsellors, the Director of Elementary Instruction, four elementary principals, and two secondary principals. Subgroup 4 consisting of the two special counsellors, although not a "true" subgroup according to Breitkreuz's criterion (3:p.68) of at least three members in a group, also participated in Subgroup 5.

Subgroup 2 was of interest in that it revealed the social affinity of the senior central office personnel. This group included the Director of Adult Education, Assistant Superintendent, Superintendent, Director of Elementary Instruction, Director of Secondary Instruction, and one elementary principal, Member 43. With the exception of Member 43, this

TABLE XV
FIVE SUBGROUPS IN THE SOCIALIZATION NETWORK

Mem- ber	Position	Factors				
		Sub- group 1	Sub- group 2	Sub- group 3	Sub- group 4	Sub group 5
2	Trustee	-	-	-	-	0.453
7	Trustee	-	-	-	-	0.453
8	Director of Adult Education	-	0.846	-	-	-
13	Assistant Superintendent	-	0.717	-	-	-
17	Special Counsellor	-	-	-	0.718	0.453
21	Superintendent	-	0.860	-	-	-
24	Director of Elementary Instruction	-	0.880	-	-	0.409
25	Director of Secondary Instruction	-	0.846	-	-	-
26	Special Counsellor	-	-	-	0.718	0.453
36	Elementary Principal	0.713	-	0.455	-	0.488
39	Elementary Principal	0.736	-	-	-	-
41	Elementary Principal	-	-	0.903	-	-
43	Elementary Principal	-	0.838	-	-	0.434
44	Elementary Principal	0.878	-	-	-	-
47	Elementary Principal	0.795	-	-	-	0.456
53	Elementary Principal	-	-	0.903	-	-
59	Elementary Principal	0.856	-	-	-	0.448
64	Secondary Principal	0.736	-	-	-	0.405
68	Secondary Principal	0.863	-	-	-	0.412

subgroup appeared to have no social bonds with other members of the administrative system.

V. RELEVANCE OF THE SOCIOMETRIC FINDINGS

The results of the sociometric analysis of the administrative system have relevance for this chapter because they permit a more detailed examination of the organizational structure of the school district than do the traditional methods of describing school system personnel and structures used in Section II. (supra. pp.58-75). The sociometric analysis showed, for example, that the organizational structure of the district was not static, and that each school board task area appeared to be dominated by a different arrangement of system members classed as influentials. Trustees, who had been placed at the top of the formal organization chart (Figure 6), were shown to have some influence in only three of the task areas, and that as a group they had little involvement in the daily operations of the school system.

The sociometric analysis of the administrative system confirmed that the most consistently influential group in the school district was comprised of senior central office personnel (Table XIII). Within this group, the Superintendent and the Assistant Superintendent were the most important, and these two administrators appeared to serve as the connecting links between the majority of subgroups in the administrative system.

The sociometric analysis also revealed how task specialization placed certain personnel in key positions within the organizational structure of the school district. In several of these positions the

influence of the employee went far beyond his position on the formal organization chart. This is illustrated by the influence of the Superintendent of Works in the task area concerned with non-teaching personnel.

However, the validity of the sociometric analysis carried out in this study was limited because of incomplete consideration of the status and influence of the respondents, and unequal numbers of trustees, central office staff, and principals.

By drawing attention to the interaction of the members of the administrative system, the sociometric procedures outlined in this chapter added a meaningful dimension to the description of the organizational structure of the school district. These procedures were also of assistance in the analysis and interpretation of the findings.

VI. SUMMARY

The school district in this study was located in metropolitan Vancouver, and was comprised of a city and large municipality. Over 20,000 pupils were accommodated in the twenty-nine elementary and nine secondary schools of the district. The administrative system of the district was headed by a provincially-appointed superintendent of schools, who was also the chief executive officer of a seven member school board.

A sociometric questionnaire administered to sixty-eight members of the administrative system provided information for describing the communication weights and subgroup membership of the trustees, central office staff, and principals. Results of this questionnaire indicated the dominance of the central office staff in the majority of the school board task areas and communications networks.

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CHAPTER VI

DEMANDS AND SUPPORTS

This chapter presents data from school board minutes and personnel interviews in an attempt to further examine the utility and validity of the concepts of demands and supports in the analysis of school board performance. The chapter is divided into two parts. Part I provides a complete summary of the types of demands identified in the school board minutes together with examples of these demands as described by personnel in the school system. Part II gives examples of the supports found in the board minutes and in the activities of the people within the school district.

I. DEMANDS

Examination of Demand Inputs in School Board Minutes

Table XVI presents a monthly frequency distribution of the demand inputs for twenty-eight school board meetings. Monthly frequencies, monthly averages, and yearly percentages are provided for each of the following major demand inputs: extractive, symbolic, and regulative. No evidence of participative demands was found in the school board minutes. Of the yearly total 79 per cent of the demands were extractive, while 15 per cent were classified as regulative demands and 6 per cent as symbolic demands. These findings roughly approximate those of Homitz (3) who in analyzing twenty-four meetings of the San Diego school board recorded 74 per cent extractive demands, 15 per cent regulative demands, 4 per cent symbolic demands, 7 per per cent participative demands.

TABLE XVI
FREQUENCY DISTRIBUTION OF DEMAND INPUTS CLASSIFIED BY TYPE

Type of Demand Input	Jan. f	Feb. f	Mar. f	Apr. f	May f	June f	July f	Aug. f	Sep. f	Oct. f	Nov. f	Dec. f	Total f	Ave. per mon. pct.
EXTRACTIVE														
Instruction and Curriculum	0	3	0	3	2	2	1	0	1	1	2	0	15	1 3
Staff Personnel	7	10	5	13	9	28	9	7	14	3	16	8	129	11 23
Pupil Personnel	1	2	2	0	2	2	1	0	3	1	4	1	19	2 3
Finance and Business Management	13	12	13	15	16	13	9	7	14	11	15	3	141	12 25
School Plant and Services	13	10	8	10	16	23	6	7	5	4	5	5	112	9 21
School-Community Relations	0	4	1	2	2	3	1	0	1	3	3	3	23	2 4
TOTAL	34	41	29	43	47	71	27	21	38	23	45	20	439	37 79
SYMBOLIC														
Meetings	1	4	1	2	3	0	0	0	1	0	1	0	13	1 2
Publications	1	0	0	0	0	0	0	0	0	0	0	0	1	0 0
Tributes	0	3	1	2	1	2	0	1	0	1	2	2	15	1 3
Programs	0	0	0	1	2	2	0	0	1	0	0	0	6	1 1
TOTAL	2	7	2	5	6	4	0	1	2	1	3	2	35	3 6
REGULATIVE														
	10	5	2	23	7	13	3	4	5	13	3	2	90	8 15
GRAND TOTAL	46	53	33	71	60	88	30	26	45	37	51	24	564	48 100

Extractive demands. In a school district which has maintained a steady annual increase in total enrolment of about 7 per cent over the past decade it is not surprising that extractive demands should far exceed other types of demands. Also, since 1961, nearly all of the growth in this district can be accounted for by an increase in the size of the Grade One group and a greater retention of the students in the secondary schools. (2:p.3) These two factors tend to increase the extractive demands for more accommodation and staff in the elementary schools, and more expensive technical-vocational programs in the secondary schools.

Frequency of extractive demands ranged from a high of seventy-one in June to a low of twenty in December. Approximately 61 per cent of the extractive demand inputs had been introduced to the school board in the period January through June. In fact, nearly 63 per cent of all demand inputs upon the school board system had occurred before the schools closed for the two month annual vacation.

In the school board task areas subsumed under extractive demands, staff personnel, finance and business management, and school plant and services recorded the highest frequencies averaging eleven, twelve, and nine inputs per month respectively. Instruction and curriculum demand inputs were very low averaging just over one input per month while school-community relations averaged close to two inputs per month. It is important to note that the demand inputs generated for staff personnel and school plant and services fluctuated markedly during the year with both reaching their peaks in June. On the other hand, finance and business management demand inputs were very stable departing significantly from the average only twice, once in August and again in December.

Total frequencies of demand inputs arising in the instruction and curriculum, pupil personnel, and school-community relations task areas are fifteen (3 per cent), nineteen (3 per cent), and twenty-three (4 per cent) respectively. The low incidence of instruction and curriculum demand inputs and pupil personnel demand inputs appears to be the result of capable professional processing of these demands at both the central office and school level.

The low frequency of demand inputs arising in the school-community relations task area, however, is not as easily explained. Only twenty-three formal interactions between the school board and the community in a district with a population over 100,000 appears quite low, but the separation of the school district political system from the municipal political system is not an uncommon phenomenon. Bidwell (1:p.1012) alluded to the aloofness of school districts from the community when he stated:

This problem is one generic to professionally staffed organizations--to prevent client demands from defining client welfare, compounded by the necessity, as an arm of government, to remain responsive to the controlling constituency.

Minar(4) also recognized the infrequent interaction of the school system with the community. In discussing the generally low impact of the school political system upon the community power structure he summarized the reasons for the isolation of school districts from municipal affairs by stating:

The crux of the argument is that the educational system is in ordinary circumstances discrete, isolated from other political systems in the local community. The organizational and ideological independence of the local system is both symbolic and supportive of this isolation. While claims that education is "beyond politics" are naive in some senses, they are not in this. Education is generally held apart, its personnel distinct, its

function highly valued and visible, its needs judged by different criteria. The tradition of separation is strong and one may guess, growing. While the geographic space of school district and municipality may coincide or overlap, the two do not occupy the same "political space." (4:p.131)

Further consideration of demand inputs occurring in the school-community task area will be given in the analysis of interviews with members of the school system.

Regulative demands. Demand inputs arising from regulations or the need for regulations ranged from a low frequency of three occurring four times during the year to a high frequency of twenty-three in April. Frequency of regulative demands was related to the holding of policy meetings by the school board, and the months of January, April, June, and October were important months for school board policy-making. Perhaps a cyclical pattern occurs in the response of a school board to regulative demands over time, but no such conclusion could be drawn from the data examined in the present study.

Symbolic demands. Meetings and tributes comprised the majority of the thirty-five symbolic demands found in the twenty-eight school board meetings. More than half of the thirteen symbolic demands generated for meetings were related to the inauguration of a Junior College program in the school district. The fifteen symbolic demands for tributes were almost equally divided between school board congratulations to staff for professional achievement on the one hand, and to students for academic or athletic achievement on the other. The consistently low frequency of symbolic demands occurring in the studies of Scribner (8 per cent), Homitz (4 per cent), and the present study (6 per cent) seems to indicate that this type of input is not a major factor in the functioning of the

school district political system. No figures were available, however, for the comparison of school system symbolic demands with those in other political systems.

Sources of demand inputs. In the coding of the minutes it became apparent that many of the demand inputs originated in the operation of the schools or in the legal and organizational structure of the school board itself. With the aid of the administrative memoranda it was decided to attempt to record the source of each demand input. Accordingly, the following six categories for the sources of demand inputs were established.

1. School board: Demands originating from school board regulations, provincial law, and initiated by board members themselves.

2. School district: Demands arising from needs for district-wide salary contracts with employees, building referenda, in-service training programs for teachers.

3. Schools: Demands arising from the schools for teachers, equipment, and supplies.

4. Administration: Demands from the superintendent and his staff for the approval of supervisory or administrative programs.

5. Community: Demands arising from the community for use of school buildings for non-educational activities, improvement of pupil accommodation and pupil safety.

6. Government: Demands arising from the provincial government or federal government that are not under the jurisdiction of the Public Schools Act, for example, demands from the federal government for educational services for Indian children, demands from the provincial government that the school board share in a province-wide bond sale, and

federal regulative demands governing working conditions of non-teaching staff.

The sources of the demand inputs in Table XVI were coded according to the above categories and the results presented in Table XVII. With 86 per cent of the demands originating within the four educational structures (school board, school district, schools, administration) this frequency distribution confirmed the earlier observation that this school district functions as a nearly isolated political system. (supra, p.106)

Examination of Demand Inputs by Personnel Interviews

Shortly after the documentary analysis of the school board meetings was completed, the trustees, central office staff, and principals were interviewed. In this chapter and the subsequent chapters reporting the findings, the results of the interviews will follow the details of the analysis of the school board minutes. Data for the following tables were obtained from the interview schedule, Appendix C.

Control of demand inputs. Central office personnel appeared to have the best understanding of the demand concept. They had an advantage in that they were in a position to consider the whole school system when responding to questions designed to determine the validity of concepts in the political science framework. Trustees tended to think only of the formal demands brought directly to the attention of the board, while principals were more aware of parent demands or pupil demands arising in the attendance areas adjacent to the schools.

To gather some evidence of the processes by which demands are introduced to the school board, respondents were asked to rate the

TABLE XVII

FREQUENCY DISTRIBUTION OF DEMAND INPUTS CLASSIFIED BY SOURCE

Source of Demand Input	Jan. f	Feb. f	Mar. f	Apr. f	May f	June f	July f	Aug. f	Sept. f	Oct. f	Nov. f	Dec. f	Total f	Pct.
School Board.	19	20	14	28	17	22	16	11	18	19	14	8	206	37
School District	7	8	3	14	13	15	2	3	3	3	4	9	85	15
Schools	7	9	8	11	18	35	8	7	12	5	14	8	142	25
Administration	4	7	6	9	5	5	0	1	6	2	7	0	52	9
Community	6	6	2	4	4	5	2	2	5	5	3	3	47	8
Government	3	3	0	5	3	6	2	2	1	2	4	1	32	6
TOTAL	46	53	33	71	60	88	30	26	45	37	51	24	564	100

effectiveness of the Davies-Brickell procedures in controlling the formal processing of demands arising in the school district. Table XVIII indicates that the majority of the administrators and trustees rate the Davies-Brickell procedures as "above average," "high," or "very high" in their effectiveness in controlling the demand inputs upon the school board member system. Under the Davies-Brickell procedures, the central office staff were required to prepare the agenda for school board meetings, and perhaps this control of the system inputs caused this group to rate the effectiveness of the system somewhat higher than did either the trustees or principals. Three of the seven trustees expressed the opinion that the exclusive use of the Davies-Brickell format would eventually make the school board a "closed system."

TABLE XVIII

RATINGS BY MEMBERS OF THE ADMINISTRATIVE SYSTEM OF THE
EFFECTIVENESS OF THE DAVIES-BRICKELL PROCEDURES IN
CONTROLLING DEMANDS UPON THE SCHOOL BOARD

MEMBERS OF ADMINISTRATIVE SYSTEM				
Rating	Trustees (N=7) f	Central Office Staff (N=13) f	Principals (N=8) f	Total (N=28) f
Very High	-	4	-	4
High	4	6	4	14
Above Average	3	3	3	9
Average	-	-	1	1
Below Average	-	-	-	-

Referral of demands to school board. Table XIX indicates that the majority of the informants chose "educational value" as the most important factor to be considered by the administrative staff in introducing major demands to the school board member system.

TABLE XIX

SELECTION OF MOST IMPORTANT FACTOR TO BE CONSIDERED BY ADMINISTRATIVE STAFF IN REFERRING DEMANDS TO SCHOOL BOARD

Factors	MEMBERS OF ADMINISTRATIVE SYSTEM			
	Trustees (N=7)	Central Office Staff (N=13)	Principals (N=8)	Total (N=28)
	f	f	f	f
Cost	-	-	1	1
Precedent	-	-	-	-
Policy	-	-	-	-
Educational Value	6	12	7	25
Combination of Above	1	1	-	2

Parental delegations as indicators of demand inputs. Approximately 89 per cent of the respondents indicated that parental delegations should be considered as an important means of presenting demands to the school board. Only one respondent categorically stated that parental delegations had no value, while two others felt that delegations locally had been "not effective" or "rabble-rousing." Several trustees pointed out that parental delegations could bring before the board information not always available to professional staff. Although all subgroups supported the need for board-parent interaction, the majority of respondents reported

few delegations appeared before the board, and that the number of delegations had decreased or remained constant in recent years. The principal demands expressed by the delegations concerned school boundaries or pupil safety. Seldom did delegations bring to the board demands pertaining to curriculum, teaching personnel, or other similar aspects of school program and services. Table XX indicates that six respondents were "intensely interested" in the delegations, twenty-one respondents were "interested," and one respondent "disinterested."

TABLE XX

REACTION OF MEMBERS OF ADMINISTRATIVE SYSTEM TO PARENTAL DELEGATIONS

Reaction	MEMBERS OF ADMINISTRATIVE SYSTEM			
	Trustees (N=7) f	Central Office Staff (N=13) f	Principals (N=8) f	Total (N=28) f
Intensely Interested	2	1	3	6
Interested	5	11	5	21
Disinterested	-	1	-	1
Mildly Antagonistic	-	-	-	-
Antagonistic	-	-	-	-

School board task areas and demand inputs. Table XXI presents a summary of the opinions of administrative system members on the desirable degree of involvement of the school board in the processing of demands arising in the various task areas. Twenty-one or 75 per cent of the respondents felt that the school board should not spend as much time in

the formal meetings on the discussion of school plant and educational finance. During the interview, however, both trustees and central office staff expressed the view that not as much time was spent on these two task areas as the minutes seemed to indicate. Apparently, both of these areas produce extractive demands which must be entered into the minutes in the form of lengthy protocols thereby giving the impression that much school board time was spent on them. This finding suggested that in future studies using the political science framework more consideration should be given to the weighting of the demand inputs as they are coded from the minutes.

The one trustee who felt that the school board should spend a high proportion of its time in the processing of building and financing demands argued that these were legitimate areas for discussion at board meetings. Three central office staff agreed with this statement and pointed out that school law required that the board make the ultimate decisions in these areas, and therefore, meeting time was well spent on them. Three principals also noted that the school board was compelled by the school law to invest time in decision-making in these task areas.

Table XXI indicates that 61 per cent of the respondents thought that the school board should devote more time to the consideration of instruction and curriculum. Four of the trustees expressed the opinion that this task area was a professional one and outside their sphere of competence. The three other trustees wanted to spend more time on the philosophical bases of curriculum development rather than on specific aspects of instruction. Seven central office staff and seven principals suggested the school board should be better informed in their meetings

TABLE XXI

OPINIONS OF MEMBERS OF ADMINISTRATIVE SYSTEM ON THE DESIRABILITY
OF SCHOOL BOARD INVOLVEMENT IN VARIOUS TASK AREAS

	TOPIC											
	Desirability of School Board Spending a Higher Proportion of Time on Buildings and Finance				Desirability of School Board Spending More Time on Instructional Program				Desirability of School Board Spending More Time on Pupil Personnel			
	Yes f	No %	Yes f	No %	Yes f	No %	Yes f	No %	Yes f	No %	Yes f	No %
Trustees (N=7)	1	14	6	86	3	43	4	57	2	29	5	71
Central Office Staff (N=13)	3	23	10	77	7	54	6	46	1	8	12	92
Principals (N=8)	3	38	5	62	7	87	1	13	1	13	7	87
Total (N=28)	7	25	21	75	17	61	11	39	4	14	24	86
									21	75	7	25

about the need for curriculum development and instructional innovations. Despite the majority opinion of the respondents that more time in school board meetings should be spent on instruction and curriculum, few demand inputs related to this area appeared in the minutes of the board. Only fifteen of five hundred sixty-four demands recorded in the minutes were coded as instruction and curriculum demands.

Only four or 14 per cent of the respondents expressed the view that the school board should devote more time to the consideration of pupil personnel. (Table XXI) The majority of the system members felt that this task area was the exclusive domain of the professional staff. This attitude coupled with the fact that only nineteen demand inputs arising from pupil personnel appeared in the minutes of the school board seemed to indicate that the vast majority of pupil demands were handled at the school level by the professional staff.

Table XXI presents the finding that 75 per cent of the informants felt that the school board should devote more time to the consideration of school-community relations. Respondents were mainly concerned with the efficiency of school board communications within the school district. The rapid growth of the school district had removed the school board from direct contact with individual schools and no satisfactory structure had been developed to replace this communication link. Each subgroup in the system had issued printed materials on a regular basis in an effort to improve communications with the schools and the community, but the respondents in the schools reported that the amount and duplication of information in these materials rendered them ineffective. The trend indicated in Table XXI that more principals (87 per cent) than trustees

(57 per cent) thought that the school board should spend more time on school-community relations is an interesting one, and warrants examination over a broader sample of school districts.

Symbolic demands. As seen in Table XXII more central office staff (85 per cent) and principals (75 per cent) than trustees (43 per cent) expressed the opinion that many symbolic demands were made upon school boards merely to enhance the prestige of the school district. One trustee noted that although desire for district status may appear to be the motivation underlying a demand, the initiator can often be very sincere in the promotion of a demand for its educational value to the community. There was a general feeling among the respondents that school administrators were more often disposed to make prestigious demands upon the school board than trustees were.

The desire of a school district to be first to use an instructional program or technique was given by several respondents as an example of a demand for status rather than for educational value. Other examples of status demands given by respondents were requests originating in a school district for data processing, computer-assisted instruction, individualized reading instruction, and open teaching area schools. Enough evidence was given in the interviews to suggest that extractive demands were sometimes placed upon a school board for purposes of raising school district prestige, and these requests were in effect a type of symbolic demand as suggested by Scribner. (6:p.53)

Table XXII reveals that 75 per cent of the informants supported the publication of a school district Annual Report. Interest in such a publication provides a good example of a symbolic demand within a school district.

TABLE XXII

OPINIONS OF MEMBERS OF ADMINISTRATIVE SYSTEM ON QUESTIONS
RELATED TO SYMBOLIC DEMANDS

MEMBERS OF ADMINISTRATIVE SYSTEM	<u>TOPIC</u>							
	Symbolic Demands Made to Enhance Prestige of District				Favour School District Annual Report			
	f	Yes %	f	No %	f	Yes %	f	No %
Trustees (N=7)	3	43	4	57	5	71	2	29
Central Office Staff (N=13)	11	85	2	15	9	69	4	31
Principals (N=8)	6	75	2	25	7	87	1	13
Total (N=28)	20	71	8	29	21	75	7	25

All members of the administrative system reported involvement in symbolic demands associated with ceremonial events. Approximately 43 per cent of the respondents attended one ceremonial event per month during the year. Another 43 per cent were involved in symbolic events three or four nights in the year, while the remaining 14 per cent were involved one or two nights in the year.

Regulative demands. Table XXIII shows that 61 per cent of the respondents expressed the view that there were new policies that should be added to the board policy and regulation handbook during the current year. Central office staff (61 per cent) and principals (75 per cent) appeared to be more aware of the need for new policies than did trustees (43 per cent). Members of all subgroups, however, reported that the Davies-Brickell system tended to make the administration and the school board more aware of the continuing need for policy revision than they otherwise might have been. The need for revision of obsolete policies in the board policy handbook was also noted by 71 per cent of the respondents. (Table XXIII). School dress (School Board Regulation 5132) adopted in 1962 was the most often cited obsolete policy. The trustees appeared to be satisfied with the way the principals were using their discretionary powers to handle the vicissitudes of contemporary high school dress, and they were reluctant to re-open this controversial issue.

Participative demands. Some small evidence of participative demands in the school district was found in the interviews with members of the administrative system. Four respondents (14 per cent) recalled that in 1945 a demand had arisen in the community for increased rep-

TABLE XXIII

OPINIONS OF MEMBERS OF ADMINISTRATIVE SYSTEM
ON QUESTIONS RELATED TO REGULATIVE DEMANDS

MEMBERS OF ADMINISTRATIVE SYSTEM	TOPIC							
	New Policies to be Added to Policy Book This year				Obsolete Policies for Immediate Revision in Policy Book This Year			
	Yes		No		Yes		No	
	f	%	f	%	f	%	f	%
Trustees (N=7)	3	43	4	57	5	71	2	29
Central Office Staff (N=13)	8	61	5	39	10	77	3	23
Principals (N=8)	6	75	2	25	5	62	3	38
Total (N=28)	17	61	11	39	20	71	8	29

resentation on the school board for the rapidly expanding municipality. Shortly after this agitation, the representation of the municipality on the school board was raised to four trustees and the city representation reduced to three.

Only 36 per cent of the respondents indicated any activities on the part of parents to influence school board decisions by withholding pupils from attending school (Table XXIV). Nearly all of these reported incidents related to school boundary changes, and they took the form of threats or bluffs that were never carried out by the dissenting parents.

Increase in demands in the school district. All respondents reported that demands in general upon the school board had increased during their period of tenure.¹ The reasons given by each respondent (Table XXV) provide some information about the factors which caused demands upon the school board to increase in recent years. Over 80 per cent of the respondents cited "need for improved curriculum" as an important reason for increased demands upon the school board. "Growth of the school district" (57 per cent), "complexity of society" (41 per cent), and "need for special education facilities" (41 per cent) were the other most frequently quoted reasons for increased demands on the school district. Of the ten reasons reported in Table XXV only "complexity of society," "need for improved technology," and "more affluent society," appear to originate outside the boundary of the local school district system.

¹In responding to questions summarized in Tables XXV and XXVI, respondents tended to interpret "demands" as "extractive demands" thereby limiting the meaning of the term as it is used in the political science framework.

TABLE XXIV

OPINIONS OF MEMBERS OF ADMINISTRATIVE SYSTEM ON QUESTIONS
RELATED TO PARTICIPATIVE DEMANDS

MEMBERS OF ADMINISTRATIVE SYSTEM	TOPIC							
	Community Members' Requests for an Increase or Decrease in Number of Board Members				Parents' Attempts to Influence Board Decisions by Refus- ing to Send Children to School			
	Yes		No		Yes		No	
	f	%	f	%	f	%	f	%
Trustees (N=7)	0	0	7	100	3	43	4	57
Central Office Staff (N=13)	2	15	11	85	4	31	9	69
Principals (N=8)	2	25	6	75	3	37	5	63
Total (N=28)	4	14	24	86	10	36	18	64

TABLE XXV

REASONS FOR INCREASED DEMANDS UPON THE SCHOOL BOARD
AS REPORTED BY MEMBERS OF THE ADMINISTRATIVE SYSTEM

Reasons for Increased Demands	MEMBERS OF ADMINISTRATIVE SYSTEM							
	Trustees (N=7)		Central Office Staff (N=13)		Principals (N=8)		Total (N=28)	
	f	%	f	%	f	%	f	%
Need for Improved Curriculum	4	57	11	85	8	100	23	82
Growth of School District	4	57	8	61	4	50	16	57
Complexity of Society	4	57	4	31	5	62	13	41
Need for Special Education facilities	3	43	6	46	4	50	13	41
Need for Improved Technology	2	29	2	15	3	38	7	25
More Affluent Society	1	14	4	31	1	13	6	21
Recognized Value of Education	2	29	3	23	1	13	6	21
Longer Retention of Pupils	2	29	1	8	2	25	5	18
Higher Qualifications of Trustees	-	-	-	-	1	13	1	4
Davies-Brickell System	1	14	-	-	-	-	1	4

Groups making most demands upon the school board. Table XXVI indicates that "teachers formed the group most frequently named as making the most demands upon the school board."

TABLE XXVI

FREQUENCY DISTRIBUTION OF GROUPS MAKING MOST DEMANDS UPON SCHOOL BOARD AS SELECTED BY MEMBERS OF ADMINISTRATIVE SYSTEM

Members of Adminis- trative System	Group Selected*							
	Teachers	Princ.	Par.	Central Office Staff	Trustees	Pupils	Specialist Groups	News Media
	f	f	f	f	f	f	f	f
Trustees (N=7)	5	3	3	-	-	-	-	-
Central Office Staff (N=13)	12	9	2	2	1	1	1	1
Principals (N=8)	7	5	1	1	-	1	-	1
Total (N=28)	24	17	6	3	1	2	1	1

*Respondents were not limited in number of groups they could select.

II. SUPPORTS

Examination of Support Inputs in School Board Minutes

Support inputs were not as frequently recorded in the minutes as demand inputs. Table XXVII presents a summary of the support inputs occurring in the minutes and administrative memoranda of the twenty-eight school board meetings. No evidence of obedience supports was found in these documents.

TABLE XXVII

SUPPORT INPUTS IDENTIFIED IN SCHOOL BOARD ADMINISTRATIVE
MEMORANDA AND MINUTES (N= 28 MEETINGS)

Support Inputs	<u>Data Source</u>		Total
	School Board Administrative Memoranda f	School Board Minutes f	
MATERIAL	7	10	17
Gifts	4	3	
Revenue	2	4	
Personnel	1	3	
DEFERENCE	6	2	8
Total	13	12	25

Material Supports. Gifts to the school board were of a minor nature and consisted of pictures and donated professional services. Discussion with the school principals revealed that many gifts in the form of pictures, bursaries, and professional services were provided to the schools during the year which were not recorded with the school board. Included under the revenue supports was the annual budget amounting to nearly 11,000,000 dollars. No attempt was made in the present study to analyze this support input, but it obviously contained numerous supports necessary for the continued functioning of the school district system. Other revenue supports were derived from the sale of old houses on newly acquired school board property, and 54,000.00 dollars from the federal government for providing classrooms at a

district school adjacent to an Indian reservation. A further revenue support was obtained from a research foundation to assist in guidance and counselling studies. Personnel supports above the regular staffing of the district were provided by the creation of new positions in adult education, data processing, and secondary school business managers.

Deference supports. These supports as recorded in the minutes and memoranda took the form of letters of thanks from groups and individuals for courtesies extended by the school board throughout the year. One other form of deference support occurred in the granting of accreditation to two secondary schools by the Department of Education.

Examination of Support Inputs by Personnel Interviews

Interviews with the superintendent, secretary-treasurer, and principals indicated that many material supports and deference supports in the form of gifts, letters of thanks, and congratulatory telephone calls were received directly by the schools in the district.

Obedience Supports. Only five respondents expressed the view that "any groups or individuals failed to accept school board rulings during 1967." These respondents based their opinions on the fact that the board had changed a school boundary as a result of a brief submitted by a parent delegation to a regular meeting of the school board. Two isolated incidents of individuals refusing to accept the board's decision on personal matters and leaving the district were also reported. Twenty-seven (96 per cent) of the informants felt that the public readily accepted all of the programs offered by the school board in the district. Six of these informants, however, commented that

ready acceptance of a school board's educational program could be interpreted as a sign of public apathy rather than as an indicator of "healthy" public support.

Community support for the school system. Table XXVIII indicates that 10 per cent of the respondents rated the support of the community for the school system as "above average," 54 per cent rated it as "high," and 36 per cent rated it as "very high." The principals tended to rate the support of the community lower than the other respondents, and it appeared that community support varied from one attendance area to another. A much broader study of community support for the schools in this district would have to be done, however, before these speculations could be confirmed or rejected.

TABLE XXVIII

RATINGS BY MEMBERS OF ADMINISTRATIVE SYSTEM OF COMMUNITY
SUPPORT FOR SCHOOL SYSTEM

Rating	<u>MEMBERS OF ADMINISTRATIVE SYSTEM</u>							
	Trustees		Central Office		Principals		Total	
	(N=7)		Staff (N=13)		(N=8)		(N=28)	
	f	%	f	%	f	%	f	%
Very High	4	57	4	31	2	25	10	36
High	3	43	9	69	3	38	15	54
Above Average	-	-	-	-	3	38	3	10
Average	-	-	-	-	-	-	-	-
Below Average	-	-	-	-	-	-	-	-

Trustees almost unanimously based their ratings of community support upon the fact that "a money referendum had never been defeated" in school board elections. A check of school board records showed that in the three most recent referenda the percentages of voters passing the by-laws had been 77.5 per cent, 82.5 per cent, and 75.6

per cent respectively. A 60 per cent majority is required for passing money by-laws in British Columbia school districts. (5:p.4046).

III. SUMMARY

Examples of extractive, regulative, and symbolic demands were found in the analysis of the administrative memoranda and minutes of the twenty-eight meetings of the school board. No evidence of participative demands was found in the documentary materials. Of the 564 demand inputs coded in the minutes, 79 per cent were extractive, 15 per cent regulative, and 6 per cent symbolic. Under the extractive demands, the highest frequencies were recorded in the task areas related to staff personnel, finance and business management, and school plant and services.

Interviews with members of the administrative staff provided more information about demand inputs. Respondents reported that Davies-Brickell meeting procedures tended to control entry of demand inputs, and that demands from the public were not high in this district. Respondents also noted that demands upon the school board from within the school system had increased during recent years.

Evidence of support inputs did not occur as frequently in the documentary materials as did demand inputs. Only twenty-five support inputs were found in the administrative memoranda and minutes of the school board. Material supports outnumbered deference supports more than two to one, and no evidence of obedience supports was found in the minutes.

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CHAPTER VII

POLITICAL FUNCTIONS

This chapter examines the three political functions which introduce demand inputs into the school board system in this school district. The political functions are the structures of aggregation, articulation, and self-initiation. In the consideration of these functions an attempt was made to reveal how they operate both inside and outside the boundaries of the school system.

Identification of Political Functions

The use of administrative memoranda, school board minutes and interviews permitted the complete classification of the three political functions operating in the school district system. A summary of the political functions identified in the present study is provided in Table XXIX. The structure of aggregation permitted entry of 87 per cent of the demand inputs into the school board system. The structures of articulation and self-initiation accounted for the entry of 8 per cent and 5 per cent of the demand inputs respectively.

Structure of Aggregation

Almond (1:pp.38-39) pointed out that every political system had some way of aggregating the interests, claims, and demands which had been articulated by the different groups in the polity. In this study the structure of aggregation includes all the processes used by the superintendent, the school board, and the various committees to combine

TABLE XXIX

FREQUENCY DISTRIBUTION OF POLITICAL FUNCTIONS
INITIATING INPUTS INTO THE SYSTEM

Type of Political Function	Jan. f	Feb. f	Mar. f	Apr. f	May f	June f	July f	Aug. f	Sept. f	Oct. f	Nov. f	Dec. f	Total per cent
Structure of Aggregation	41	39	30	64	53	76	28	22	39	33	47	21	493 87
Structure of Articulation	3	10	1	2	6	9	1	3	3	2	4	3	47 8
Structure of Self- Initiation	2	4	2	5	1	3	1	1	3	2	0	0	24 5
Total	46	53	33	71	60	88	30	26	45	37	51	24	564 100

related or conflicting demands before placing them before the formal meetings of the school board. To further refine the structure of aggregation a typology was adapted from the work of Homitz (2:pp.17-18) which classified the aggregative functions as executive, legislative, bureaucratic, or staff-personnel. Table XXX indicates that 21 per cent of the aggregated demands were combined by the executive (the superintendent). Legislative aggregation based upon the legal responsibilities of the school board itself accounted for 48 per cent of the structure of aggregation. Committees such as the administrative committee and the education committee bureaucratically aggregated 30 per cent of the aggregated demands. Two direct demands to the board, one from a resigning vice-principal and the other from a principal engaged in staff recruiting, provided the remaining one per cent of the aggregated demands.

The high proportion of legislative aggregation (48 per cent) is possibly a result of the policy constraints imposed by the Davies-Brickell procedures. As chief executive officer of the board the superintendent must aggregate many demands related to staff recruitment, transfers, and resignations, and these activities account for much of his involvement in demand aggregation.

Aggregation of conflicting demands. Examination of the minutes revealed that many of the demands upon the school board were aggregated in a routine manner by the superintendent, administrative committee, or board regulations. Conflicting demands upon the board, however, were aggregated by means of administrative committee meetings, regular board meeting discussions, superintendent's recommendations, and informal discussions. The majority of the members of the administrative system

TABLE XXX
FREQUENCY DISTRIBUTION OF DEMAND INPUTS CLASSIFIED
BY STRUCTURE OF AGGREGATION

Structure of Aggregation	Jan. f	Feb. f	Mar. f	Apr. f	May f	June f	July f	Aug. f	Sept. f	Oct. f	Nov. f	Dec. f	Total per cent
Executive	6	9	7	14	9	17	8	6	11	1	10	6	104 21
Legislative	25	21	9	38	26	33	11	7	16	20	23	8	237 48
Bureaucratic	10	9	14	12	18	25	9	8	12	12	14	7	150 30
Staff-Personnel	0	0	0	0	0	1	0	1	0	0	0	0	2 1
Total	41	39	30	64	53	76	28	22	39	33	47	21	493 100

indicated during the interviews that they preferred difficult demands to be handled by the regular board discussion first and then referred to the administrative committee for the preparation of the superintendent's recommendations. This referral of conflicting demands from the board to the administrative committee and back to the board could occur several times before the aggregation of a series of opposing proposals was complete. Examination of the minutes indicated that board involvement in aggregation of conflicting demands most frequently occurred in the finance and business management task area.

Structure of Articulation

Almond (1:p.39) noted that the functions of articulation and aggregation overlap. In the first part of the analysis of the structure of articulation the term "articulation" is reserved for the raising of demands by groups or individuals representing specific interests outside the school district administrative system. Later the effectiveness of the structure of articulation employed by groups or individuals within the administrative system is also considered.

Demand articulation by interest groups. Only forty-seven of the 564 demand inputs were articulated by interest groups (Table XXXI). Of these forty-seven demands, associational interest groups articulated close to twice as many demand inputs as either non-associational interest groups or institutional interest groups. No evidence of the articulation of anomic interest groups was found in the minutes, administrative memoranda, or interviews.

Twelve of the twenty-four associational interest group demands

TABLE XXXI
FREQUENCY DISTRIBUTION OF DEMAND INPUTS CLASSIFIED
BY STRUCTURE OF ARTICULATION

Structure of Articulation	Jan. f	Feb. f	Mar. f	Apr. f	May f	June f	July f	Aug. f	Sept. f	Oct. f	Nov. f	Dec. f	Total per cent	
Institutional	1	2	0	0	0	5	0	2	1	0	1	1	13	28
Non- Associational	0	4	0	0	3	0	0	0	0	1	1	1	10	21
Anomic	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Associational	2	4	1	2	3	4	1	1	2	1	2	1	24	51
Total	3	10	1	2	6	9	1	3	3	2	4	3	47	100

were articulated by education-oriented associations, such as the Trustees Association and the Teachers Federation. Isolated associational demand inputs were initiated by charity organizations, youth groups and Parent-Teachers Associations. Non-associational group demands were articulated by ad hoc parents' groups and the subjects of their presentations were divided between pupil safety and pupil accommodation. Institutional group demands were recorded from the federal government (four), the provincial government (one), the local council and related groups (five) and colleges and universities (three).

These data indicated that the influence of the Parent-Teachers Association had all but disappeared in this district with the few parent articulated demands being handled by unorganized groups. Also, such a low level of interest group demands (8 per cent of the total) contributed to the lack of conflict evident in the school district.

Effectiveness of subgroups in initiating demand inputs. Using a five-point weighted scale respondents were asked to rate the effectiveness of various subgroups in initiating demand inputs for the school board system. Table XXXII indicates that the superintendent and staff received the highest mean rating (4.8) and the lowest mean rating was received by the Parent-Teachers Association (1.8). The Teachers' Association and Principals' Association were assigned identical mean ratings of 4.1. School board members acting as a subgroup within the whole board received a mean rating of 3.9.

Several interesting trends were noted in Table XXXII. Trustees and central office staff, for example, tend to rate the Teachers' Association higher than the Principals' Association in effectiveness in initiating demand inputs for the school board system. Principals rate

TABLE XXXII
EFFECTIVENESS OF SUBGROUPS IN INITIATING INPUTS FOR THE SCHOOL BOARD
AS RATED BY MEMBERS OF THE ADMINISTRATIVE SYSTEM
(N = 28)

Mean Rating by	Parent- Teacher Ass'n.	Principals' Ass'n.	School Board Members	Rate- payers' Groups	Superinten- dent and Staff	Teachers' Ass'n.	Department of Education	Local Interest Groups
Trustees (N=7)	1.8	4.1	3.8	1.6	4.6	4.4	3.4	2.4
Central Office Staff (N=13)	1.7	4.1	3.8	1.5	5.0	4.3	3.4	3.2
Principals (N=8)	2.0	4.0	4.1	1.8	4.9	3.5	2.8	2.4
Mean	1.8	4.1	3.9	1.6	4.8	4.1	3.2	2.7

school board members higher in initiating demand inputs than do either central office staff or the trustees themselves. Perhaps lacking the opportunity to observe school board member behavior at the regular meetings causes the principals to assign the trustees a higher rating than do the members of the central office administrative system. Here again, in Table XXXII, it is noted that predominantly lay groups such as the Parent-Teachers' Association, rate-payers' associations, and local interest groups were rated low in effectiveness in having their demands enter the school board system. The consensus among respondents was that the low effectiveness of lay groups in demand initiation could be attributed to two factors: (1) failure of lay groups to use channels open to the school board system, and (2) relative unimportance of demand inputs from lay groups that did come before the school board.

Influence of subgroups in policy making in school board task areas.

Using a five-point weighted scale the respondents were asked to rate the influence of the various school district subgroups in policy making in the school board task areas. Table XXXIII reveals that the superintendent and staff again received the highest mean rating (4.0). The principal and staff (3.7) were rated slightly above the school board (3.5). The secretary-treasurer and staff were rated high only in the task areas of finance and business management and school facilities. Community groups (1.3) maintained their low influence rating in the whole school district system.

Principals tended to rate their influence higher than other administrative subgroups in the task areas related to instruction, staff, pupils, and community relations. This bias possibly arose from the

TABLE XXXIII

RATINGS BY MEMBERS OF THE ADMINISTRATIVE SYSTEM OF INFLUENCE OF
VARIOUS SUBGROUPS IN POLICY MAKING IN SCHOOL BOARD TASK AREAS
(N = 28)

Task Areas	Judges	Sub-Groups				
		School Board	Superintendent and Staff	Sec.-Treas. and Staff	Principal and Staff Community Groups	
Instruction and Curriculum	Trustees	3.0	4.6	1.3	4.4	1.7
	Central Office Staff	3.1	4.5	1.6	4.4	1.5
	Principals	3.0	4.1	1.5	4.9	1.5
Staff Personnel	Trustees	3.1	4.4	2.7	3.8	1.0
	Central Office Staff	3.1	4.9	2.9	3.2	1.0
	Principals	3.0	4.4	1.9	4.6	1.1
Pupil Personnel	Trustees	3.6	4.3	1.4	4.1	1.6
	Central Office Staff	3.1	4.3	1.9	4.5	1.1
	Principals	3.0	4.1	1.6	4.6	1.6
Finance and Business Management	Trustees	3.8	3.8	4.3	2.0	1.0
	Central Office Staff	3.5	4.2	4.5	2.0	1.0
	Principals	4.0	4.3	3.5	2.3	1.0
School Plant and Services	Trustees	3.7	4.3	3.4	2.6	1.0
	Central Office Staff	3.9	4.5	3.5	2.8	1.0
	Principals	3.5	4.4	2.3	3.9	1.0
School-Community Relations	Trustees	4.4	3.4	1.4	3.7	2.0
	Central Office Staff	4.0	3.1	1.4	4.6	1.8
	Principals	3.6	3.5	1.1	4.8	2.0
Mean Rating		3.5	4.0	2.3	3.7	1.3

predilection of principals to consider their immediate school system rather than the total district system.

Perception of Demand inputs related to innovations. Some evidence of the overlapping of demand articulation and demand aggregation is shown in Table XXXIV. Respondents found it difficult to name the primary initiators of three of six recent program innovations in curriculum and staff utilization. The majority of respondents (61 per cent) thought that the superintendent and his staff were responsible for recent changes in the adult education program, while 92 per cent expressed the opinion that the principals had initiated the demands for business managers, and 82 per cent felt that the superintendent and his specialists had pressed for improved special education facilities.

Opinions regarding the initiators of demands for kindergartens, junior colleges, and teacher aides, however, were not as clearly set forth. Superintendent and staff, school board, principals, and 'other' were indicated as the primary initiators of demands for kindergartens by 32 per cent, 32 per cent, 14 per cent, and 21 per cent of the respondents, respectively. The 'other' category was comprised of specifically named trustees or administrators who campaigned for the establishment of kindergartens. Similarly, the responsibility for demands for a junior college was assigned to superintendent and staff by 32 per cent of the respondents, to the school board by 57 per cent, to the principals by 7 per cent, and to 'other' by 4 per cent. Principals (by 36 per cent of the respondents) and teachers (by 50 per cent of the respondents) were named most often as initiators of demands for teacher aides. These different perceptions of the respondents regarding

TABLE XXXIV

PERCEPTION BY MEMBERS OF THE ADMINISTRATIVE SYSTEM OF THE INITIATORS
OF SIX INNOVATIVE DEMANDS UPON THE SCHOOL BOARD SYSTEM

Demand Inputs	Perceived Initiators	Trustees (N=7)		Central Office Personnel (N=13)		Principals (N=8)		Total (N=28)	
		N	Pct.	N	Pct.	N	Pct.	N	Pct.
Adult Education Program	Superintendent and Staff	5	72	6	46	6	75	17	61
	School Board	1	14	2	15	1	13	4	14
	Principals	0	0	0	0	0	0	0	0
	Teachers	0	0	0	0	0	0	0	0
	Other	1	14	5	39	1	13	7	25
Total		7	100	13	100	8	101	28	100
Kindergartens	Superintendent and Staff	0	0	7	54	2	25	9	32
	School Board	5	71	4	31	0	0	9	32
	Principals	0	0	0	0	4	50	4	14
	Teachers	0	0	0	0	0	0	0	0
	Other	2	29	2	15	2	25	6	21
Total		7	100	13	100	8	100	28	99
Junior College	Superintendent and Staff	1	14	4	31	4	50	9	32
	School Board	5	72	8	62	3	38	16	57
	Principals	0	0	1	7	1	13	2	7
	Teachers	0	0	0	0	0	0	0	0
	Other	1	14	0	0	0	0	1	4
Total		7	100	13	100	8	101	28	100

TABLE XXXIV (Continued)

Demand Inputs	Perceived Initiators	Perceived by						Total (N=28)	
		Trustees (N=7)		Central Office Personnel (N=13)		Principals (N=8)			
		N	Pct.	N	Pct.	N	Pct.	N	Pct.
Teacher Aides	Superintendent and Staff	0	0	3	23	1	13	4	14
	School Board	0	0	0	0	0	0	0	0
	Principals	0	0	7	54	3	38	10	36
	Teachers	7	100	3	23	4	50	14	50
	Other	0	0	0	0	0	0	0	0
	Total	7	100	13	100	8	101	28	100
Business Managers	Superintendent and Staff	0	0	0	0	1	13	1	4
	School Board	0	0	0	0	0	0	0	0
	Principals	6	86	13	100	7	88	26	92
	Teachers	1	14	0	0	0	0	1	4
	Other	0	0	0	0	0	0	0	0
	Total	7	100	13	100	8	101	28	100
Special Education Facilities	Superintendent and Staff	4	56	12	93	7	88	23	82
	School Board	3	34	0	0	0	0	3	10
	Principals	0	0	1	7	0	0	1	4
	Teachers	0	0	0	0	1	13	1	4
	Other	0	0	0	0	0	0	0	0
	Total	7	100	13	100	8	101	28	100

the primary initiators of these demand inputs could be interpreted as an indication that these demands from several subgroups were aggregated by the school board rather than articulated by one specific subgroup.

Demand articulation by members of the public. Although demand inputs from the public were relatively low in this school district, an attempt was made to classify the "most favored" and "least favored" methods of demand articulation used by the public. The data on ranking of methods of demand articulation in Table XXV indicates that a "brief or letter to the superintendent" was the method most favored by members of the administrative system. In this table the members of the administrative system were considered as a whole and the subgroupings of trustees, central office staff, and principals omitted.

Despite the fact that the superintendent had been chief executive officer of the board since 1962, several trustees felt that only educational matters should be referred to him with business matters being referred to the secretary-treasurer. Two trustees expressed the view that in cases of public concern demanding the attention of the school board a letter to the chairman of the board was an effective means of demand articulation.

The two least favored methods of demand articulation by the public were letters to individual school board members (by 52 per cent of the respondents) and letters to the editor (by 36 per cent of the respondents). During the interviews, the majority of the respondents expressed the view that letters to the school principal should be a method of demand articulation confined to problems related to a particular school.

TABLE XXXV

RANKING BY MEMBERS OF THE ADMINISTRATIVE SYSTEM OF
METHODS FOR ARTICULATION OF DEMAND INPUTS
FROM THE PUBLIC
(N = 28)

Methods of Demand Articulation	Ranking of Methods by Members of Administrative System			
	Most Favored		Least Favored	
	f	Per Cent	f	Per Cent
Brief or Letter to Superintendent	15	54	-	-
Conference with Superintendent	3	11	-	-
Brief or Letter to Secretary-Treasurer	5	18	1	4
Letter to School Board Chairman	2	7	-	-
Delegation Before the School Board	-	-	-	-
Letters to Individual Board Members	-	-	13	52
Letters to the Editor	-	-	9	36
Letters to the School Principal	-	-	2	8
All of these Methods Acceptable Depending upon Circumstances	2	7	-	-
No Response	-	4	-	-

Structure of Self-Initiation

Only twenty-four demand inputs were initiated by individual trustees at regular school board meetings. These self-initiated demands are summarized in Table XXXVI. The majority of these demands were raised by Trustee 4 and Trustee 6 who perhaps were more aware of the "political" nature of their offices. Trustee 4 introduced nine demands, three of which were related to school plant, four to finance, and two to staff-personnel. Trustee 6 initiated ten demands distributed over the six task areas. Examination of the school board minutes indicated that Trustees 4 and 6 were also the most active members in passing resolutions with the former moving 46 per cent of the motions in twenty-eight meetings and the latter 20 per cent.

The earlier finding that 76 per cent of the ordered motions in the twenty-eight meetings first appeared as recommended motions from the administrative committee coupled with the finding that only 5 per cent of the demand inputs were self-initiated by trustees gives some indication of the controlled nature of the agenda of the school board meetings in this district.

SUMMARY

Examination of the political functions revealed that 87 per cent of the demands were aggregated by the superintendent, the board, and its committees. Of the remaining demands, 8 per cent were articulated by interest groups and 5 per cent were self-initiated by individual trustees.

The superintendent and the central office staff were rated as the most effective subgroup in the initiating of demands for the school board.

TABLE XXXVI
 FREQUENCY DISTRIBUTION OF DEMAND INPUTS CLASSIFIED BY
 STRUCTURE OF SELF-INITIATION

Structure of Self- Initiation	System Number	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total
		f	f	f	f	f	f	f	f	f	f	f	f	f
Board Chairman	32	0	0	0	0	0	0	0	1	0	0	0	0	1
Trustee	17	1	0	0	0	1	0	0	0	0	1	0	0	3
Trustee	12	0	1	0	0	0	0	0	0	0	0	0	0	0
Trustee	23	1	1	0	2	0	2	0	0	2	1	0	0	9
Trustee	33	0	0	0	0	0	0	0	0	0	0	0	0	0
Trustee	30	0	2	2	3	0	1	1	0	1	0	0	0	10
Trustee	26	0	0	0	0	0	0	0	0	0	0	0	0	0
Total		2	4	2	5	1	3	1	1	3	2	0	0	24

Community groups were rated as the least effective.

Different perceptions of the members of the administrative system in identifying innovators in the school district gave some indication of the overlapping that could occur between the structures of aggregation and articulation. The low frequency of self-initiated demands by the trustees was probably a result of the controlled agenda employed at the school board meetings.

REFERENCES FOR CHAPTER VII

1. Almond, Gabriel A., and James S. Coleman (eds.). The Politics of the Developing Areas. New Jersey: Princeton University Press, 1960.
2. Homitz, Wallace T. "A Study of Demands Upon the School Boards in a Unified and an Independent Junior College District." Unpublished doctoral dissertation, University of California, Los Angeles, California: 1967.

CHAPTER VIII

GOVERNMENTAL FUNCTIONS AND SYSTEMS OUTPUTS

In this chapter the governmental functions and system outputs of the school board are described and analyzed. A comparison of demand inputs and system outputs is also given. The chapter concludes with a suggestion of how the school board system outputs affect its subsystems and suprasystems.

I. GOVERNMENTAL FUNCTIONS

Identifying the Governmental Functions

The major governmental functions of the school board in the present study were defined as rule making, rule application, and rule adjudication. These functions were identified in the minutes of the school board by determining the intent of each formal resolution of the board with the aid of the policy and regulation handbook and the Public Schools Act. Once the intent of each resolution was established it was classified as a rule making, rule application or rule adjudication function of the school board. Procedural rules related to adoption of minutes, reconvening, and adjournment were omitted from the final tabulation.

Rule making. Table XXXVII indicates that 48 per cent of the board resolutions were classified as rule making. This percentage seemed high for a political system that received much of its authority from the provincial government, and which also possessed an efficient system of policy-making. (supra. p. 72). Examination of the school

TABLE XXXVII
FREQUENCY DISTRIBUTION OF GOVERNMENTAL FUNCTIONS

Type of Govern- mental Function	Jan. f	Feb. f	Mar. f	Apr. f	May f	June f	July f	Aug. f	Sept. f	Oct. f	Nov. f	Dec. f	Total f	Pct.
Rule Making	20	24	12	23	18	31	15	9	18	19	18	9	216	48
Rule Application	13	15	13	31	31	44	10	13	17	10	22	10	229	50
Rule Adjudication	1	1	1	0	2	0	1	1	0	0	0	0	7	2
Total	34	40	26	54	51	75	26	23	35	29	40	19	452	100

board resolutions, however, revealed that the board was required to perform a high level of rule making activity to provide for the needs of a steadily expanding school district. It is unlikely that the rule making activity of the board would have been as high in an established or slow growing urban area. In a general way, Scribner's (1:p.79) finding of only 17 per cent rule making motions in the stable Palo Alto school district tends to support this foregoing statement.

Rule application. Rule application accounted for 50 per cent of the 452 formal motions recorded in Table XXXVII. April, May, and June were the peak months for rule application and reflect the board's involvement in the completion of one school term and preparation for the beginning of another. The majority of resolutions classified as rule application were in the task areas of staff personnel and finance and business management.

Rule adjudication. Only seven examples of rule adjudication were recorded in the minutes. (Table XXXVII) The school board was placed in a position of judgment three times by a provincial government request that school boards place a "freeze" on financing new school construction. Upon these occasions the board had already called tenders for three new buildings, and the trustees had to decide whether to send the tenders back or to go ahead with the urgently needed construction. On two buildings the board sent the tenders back to the contractors, but on a third building the board decided to proceed with a building in an overcrowded attendance area. The other rule adjudication situations arose when trustee decisions were required on the purchase of a large provincial government debenture at a cost factor of 6.325 per

cent, the development of a school parking lot over the protests of a citizen's committee, the valuation of a parcel of property purchased jointly from the city district and municipality, and the acceptance of a bid from a contractor who had failed to include an 11,000 dollar item in his tender.

II. SYSTEM OUTPUTS

Identification of System Outputs

Theoretically, the outputs of the school system and its various subsystems are the consequences of the school board's performance of the legislative functions described in Section I. In the actual operation of a school system, however, it is difficult to link each system output with the governmental function that initiated it. In his original study, Scribner (1:p.82) considered the total number of governmental functions as equal to the total number of system outputs. In the present study, however, examination of the data revealed that system outputs occurred which were not specifically related to rule making, rule application or rule adjudication. For example, on several occasions the trustees agreed to an identifiable system output through the process of "consensus." The following quotations from the minutes illustrate this informal output mechanism.

Group Insurance Plan, B.C.S.T.A.

It was agreed that the Board submit this proposal to each of the employee groups to ascertain whether they were interested in pursuing the matter with the B.C.S.T. Association. (Regular Meeting, July 7, 1967.)

Scholarship students.

It was agreed that suitable letters of congratulation be sent by the Chairman or Vice-Chairman to all students in this school district who had received scholarship standing in Grades XII and XIII. (Regular Meeting, August 8, 1967.)

Informal board actions such as these above accounted for twenty-three more system outputs (475) than governmental functions (452) to be recorded in Table XXXVIII. The examination of informal outputs was carried no further in this study, but in future research using the political science framework, more attention could be directed toward such outputs especially in reference to their frequency and time of occurrence in formal school board meetings.

Table XXXIX summarizes the information in Table XXXVIII, and presents only the monthly and yearly totals along with the yearly percentages for the extractive, regulative and symbolic outputs identified in the school system data. Of the 475 outputs emitted during the twenty-eight meetings, 72 per cent were extractive, 5 per cent symbolic, and 23 per cent regulative. No evidence of allocations or distributions was found in the data.¹

Although system outputs are responsive to both demand inputs and support inputs, the following comparison of the input-output frequencies recorded in the present study was based upon the demand inputs described in Chapter VI. The pervasive nature of support inputs impaired their usefulness in this type of comparison.

¹Allocative and distributive outputs occur over time, and perhaps could be identified by questioning respondents outside the school system. This research would appear to be related to cost-benefit and rate-of-return studies in economics.

TABLE XXXVIII
FREQUENCY DISTRIBUTION OF SYSTEM OUTPUTS CLASSIFIED BY TYPE

TYPE OF SYSTEM OUTPUT	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.	Total	Ave.	Total
	f	f	f	f	f	f	f	f	f	f	f	f	f	per	per
														mon.	cent
EXTRACTIONS															
Instruction and Curriculum	1	1	0	1	0	0	0	0	1	0	0	0	4	0	1
Staff Personnel	3	5	5	11	10	23	7	6	12	1	12	6	101	8	21
Pupil Personnel	0	0	1	0	1	1	1	0	2	1	2	2	11	1	2
Finance and Business Management	11	10	9	15	14	8	7	6	13	7	13	5	118	10	25
School Plant and Services	10	7	9	9	15	18	5	8	4	2	5	3	95	8	20
School-Community Relations	0	2	1	1	0	3	1	0	0	3	1	3	15	1	3
Total	25	25	25	37	40	53	21	20	32	14	33	19	344	28	72
SYMBOLS															
Meetings	0	0	0	1	2	2	0	0	1	3	1	1	11	1	2
Publications	1	0	0	0	0	0	0	0	0	0	0	0	1	0	0
Tributes	0	2	1	1	1	0	0	1	0	0	2	1	9	1	2
Programs	0	0	1	0	0	0	0	0	1	0	0	0	2	0	1
Total	1	2	2	2	3	2	0	1	2	3	3	2	23	2	5
REGULATIONS	7	15	1	14	9	20	8	4	6	16	8	0	108	9	23
GRAND TOTAL	33	42	28	53	52	75	29	25	40	33	44	21	475	39	100

TABLE XXXIX
EXTRACTIVE, SYMBOLIC, AND REGULATIVE SYSTEM OUTPUTS:
MONTHLY AND YEARLY TOTALS, AND TOTAL PERCENTAGES

TYPE OF SYSTEM OUTPUT	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total
	f	f	f	f	f	f	f	f	f	f	f	f	f Pct.
Extractions	25	25	25	37	40	53	21	20	32	14	33	19	344 72
Symbols	1	2	2	2	3	2	0	1	2	3	3	2	23 5
Regulations	7	15	1	14	9	20	8	4	6	16	8	0	108 23
Total	33	42	28	53	52	75	20	25	40	33	44	21	475 100

Comparison of Demand Inputs and System Outputs

In the operation of a school board system outputs are closely linked to demand inputs, but they do not occur in exactly the same frequency. In the present study inputs exceeded outputs and this kind of imbalance would likely occur in the political systems analysis of the majority of school boards. A significant number of demand inputs do not survive the processing stage in the system or are suspended within the system. Table XL presents comparison of input and output frequencies.

Extractive inputs exceeded extractive outputs by a frequency of ninety-nine, and symbolic inputs exceeded symbolic outputs by a frequency of twelve. Regulative outputs, however, exceeded regulative inputs by a frequency of eighteen. Analysis of the data indicated several reasons for these differences. First, nine tabled motions occurred during the meetings, and only four were raised from the table during the period of the study. Second, eighteen motions related to demand inputs were defeated, never seconded or withdrawn during the formal board meetings. Third, several demand inputs were referred to committee for detailed study and these inputs did not re-appear as outputs in the year of the research. Finally, several demand inputs remained suspended within the board system until an opportune time arrived for processing; for example, land acquisition, bond purchases. Some of these "strategic" demand inputs may never be processed.

Increases in regulative outputs over regulative demand inputs appeared to be attributable to the fact that some extractive demands may emerge from the system in the form of regulative outputs. For

TABLE XL
COMPARISON OF FREQUENCY AND PERCENTAGE DISTRIBUTIONS
OF DEMAND INPUTS AND SYSTEM OUTPUTS

Type of Input-Output	Demand f	Input Pct.	System f	Output Pct.
EXTRACTIVE	443	79	344	72
Instruction and Curriculum	15		4	
Staff Personnel	129		101	
Pupil Personnel	19		11	
Finance and Business Management	141		118	
School Plant Services	112		95	
School-Community Relations	23		15	
SYMBOLIC	35	6	23	5
Meetings	13		11	
Publications	1		1	
Tributes	15		9	
Programs	6		2	
REGULATIVE	90	15	108	23
GRAND TOTAL	568		475	100

example, teacher salary demands were extractive in nature, but the salary schedule which resulted from these demands was coded as a regulative output. Coding of changes in the nature of demands as they were processed in the school board system was not attempted in this study. Elaboration of the three types of system outputs identified in the school board data will now be presented.

Extractive Outputs

Extractive outputs subsumed under the task areas of staff personnel, finance and business management, and school plant and services averaged eight, ten, and eight outputs per month respectively. Nearly 60 per cent of the system outputs occurred between the first of January and the end of June. Examination of the demand inputs and system outputs in the staff personnel, finance and business management, and school plant and services categories revealed 22 per cent fewer outputs than demand inputs occurred under staff personnel, 9 per cent fewer outputs than demand inputs under finance, and 15 per cent fewer outputs than demand inputs under school plant. Outputs recorded under the instruction and curriculum, pupil personnel, and school-community relations task areas were 1 per cent, 3 per cent, and 5 per cent respectively. A summary of the extractive outputs appears in Table XLI.

Symbolic Outputs

Symbolic outputs show a decline from the input stage, and average less than two per month. Meetings and tributes provided the highest frequencies of symbolic outputs with eleven and nine respectively.

TABLE XLI
FREQUENCY DISTRIBUTION OF EXTRACTIVE OUTPUTS CLASSIFIED BY TASK AREA

Extractive Outputs by Task Area	Jan. f	Feb. f	Mar. f	Apr. f	May f	June f	July f	Aug. f	Sept. f	Oct. f	Nov. f	Dec. f	Total Pct.
Instruction and Curriculum	1	1	0	1	0	0	0	0	1	0	0	0	4 1
Staff Personnel	3	5	5	11	10	23	7	6	12	1	12	6	101 29
Pupil Personnel	0	0	1	0	1	1	1	0	2	1	2	2	11 3
Finance and Bus- iness Manage.	11	10	9	15	14	8	7	6	13	7	13	5	118 34
School Plant and Services	10	7	9	9	15	18	5	8	4	2	5	3	95 28
School-Commun- ity Relations	0	2	1	1	0	3	1	0	0	3	1	3	15 5
Total	25	25	25	37	40	53	21	20	32	14	33	19	344 100

Table XLIII summarizes the symbolic outputs according to kind.

Regulative Outputs

In an attempt to determine the emphasis in rule making in this district, the regulative outputs were classified according to task area. Table XLIII shows that in a result similar to extractive input-output classifications the frequencies of regulative outputs under staff personnel and finance were relatively high. (30 per cent and 40 per cent of the total, respectively). The frequency of regulative outputs in the school plant and services task area, however, was low (8 per cent of the total). On the other hand, regulative outputs in the instruction and curriculum task area (12 per cent of the total) were much higher than in the earlier analysis of extractive input-output task areas. Examination of specific instructional regulative outputs in the school board minutes revealed that the majority of these outputs related to the school board granting permission for field trips or the use of texts and equipment not sanctioned by the Department of Education. The role of the school board in instruction and curriculum, therefore, remained administrative and legislative rather than innovative.

Regulative outputs in the pupil personnel and the school-community relations (both 5 per cent of the total) task areas reflected the low index of demand inputs in these categories.

Relationship of School Board Outputs to Other System Inputs

Although no examples of allocations or distributions were found in the administrative memoranda and minutes of the board, an attempt was

TABLE XLII
FREQUENCY DISTRIBUTION OF SYMBOLIC OUTPUTS CLASSIFIED BY KIND

Symbolic Outputs by Kind	Jan. f	Feb. f	Mar. f	Apr. f	May f	June f	July f	Aug. f	Sept. f	Oct. f	Nov. f	Dec. f	Total Pct.
Meetings	0	0	0	1	2	2	0	0	1	3	1	1	11 50
Publications	1	0	0	0	0	0	0	0	0	0	0	0	1 4
Tributes	0	2	1	1	1	0	0	1	0	0	2	1	9 37
Programs	0	0	1	0	0	0	0	0	1	0	0	0	2 9
Total	1	2	2	2	3	2	0	1	2	3	3	2	23 100

TABLE XLIII
FREQUENCY DISTRIBUTION OF REGULATIVE OUTPUTS CLASSIFIED BY TASK AREA

Regulative Outputs by Task Area	Jan.		Feb.		Mar.		Apr.		May.		June		July		Aug.		Sep.		Oct.		Nov.		Dec.		Total Pct.
	f	f	f	f	f	f	f	f	f	f	f	f	f	f	f	f	f	f	f	f	f	f	f		
Instruction and Curriculum	1	3	0	1	3	2	0	0	0	2	1	0	13	12											
Staff Personnel	0	0	0	7	3	9	2	1	1	4	5	0	32	30											
Pupil Personnel	1	1	0	0	1	1	0	0	0	0	1	0	5	5											
Finance and Business Manage.	5	9	0	5	1	2	4	3	4	10	1	0	44	40											
School Plant and Services	0	0	0	0	0	6	2	0	1	0	0	0	9	8											
School-Community Relations	0	2	1	1	1	0	0	0	0	0	0	0	5	5											
Total	7	15	1	14	9	20	8	4	6	16	8	0	108	100											

made to determine the availability of data showing the relationship between school board system outputs and inputs for other systems both inside and outside the school district. Accordingly, the Assistant Superintendent and the Secretary-Treasurer were asked to provide the information in Table XLIV. Upon returning the table, the officials noted that items 5, 8, 9, and 12 could only be obtained through interviews with school principals, teachers, students, and former students. These procedures were considered beyond the scope of the present study.

Information provided in Table XLIV indicated that several important school system outputs became support inputs for the schools (Items 1, 2, 3, 4, 11) and the community (Items 6, 7, 10). These data suggest that future studies in this area could investigate the nature of a system's outputs to determine whether they are "supporting" or "demanding" of the relevant subsystems or suprasystems.

III. SUMMARY

Analysis of the governmental functions and system outputs in this chapter was based upon the 452 formal resolutions and twenty-three informal output activities recorded in the minutes of twenty-eight school board meetings. Classification of the formal resolutions according to their governmental functions revealed that 48 per cent were rule making, 50 per cent rule application, and 2 per cent rule adjudication.

In the comparison of system inputs-outputs, demand inputs exceeded system outputs by a frequency of 93. The majority of system outputs were extractive.

TABLE XLIV
SOME EXAMPLES OF QUANTIFIABLE SYSTEM OUTPUTS
PROVIDED BY SCHOOL DISTRICT OFFICIALS

Number	System Output	Quantification
1.	Value of new school plant completed 1967	\$1,650,000.00
2.	Value of new equipment acquired 1967	\$ 340,000.00
3.	New administrative positions added 1967	4
4.	New teaching positions added 1967	60
5.	New secondary school courses added 1967	<u>unavailable</u>
6.	Secondary school students graduated (vocational) 1967	502
7.	Secondary school students graduated (vocational) 1967	288
8.	Increase in teacher certification over 1966	<u>unavailable</u>
9.	Improvement in pupil-teacher ratios over 1966	<u>unavailable</u>
10.	Increased night school course offerings 1967	27 (up from 170 to 197)
11.	Expenditures per pupil 1967	Capital \$ 93.50 Operating 515.50
12.	Students entering employment 1967	<u>unavailable</u>

Information provided by the Assistant Superintendent and Secretary-Treasurer showed that several important school board outputs became important support inputs for the individual schools in the community.

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CHAPTER IX

SUMMARY, CONCLUSIONS, AND IMPLICATIONS

The central purpose of this study was to conduct a comprehensive examination of the operation of an urban school board with the aid of a political science framework adapted from the work of Almond (1) and Scribner (12). In addition, an attempt was made to identify and describe the interaction and composition of the subgroups functioning within the administrative system of the school board.

This study was investigatory and descriptive. Although no hypotheses were tested, specific questions related to the purposes of the study and the parts of the political science framework were examined during the course of the research. In this final chapter, these questions are used as guidelines for reporting the results and implications of the study. The questions under the appropriate headings are as follows:

A. Composition of the Administrative System

1. What subgroups are there among the administrative personnel in the urban school district studied and how do these subgroups interact?

B. Investigation of the Demand Inputs

1. What types of demands are presented to the school board and how is this presentation controlled?
2. What are the frequency and percentage distributions of these demands over a specified period of time?
3. What are the sources of demand inputs in the school district?

4. What proportion of the demands occur in each of the school board task areas?
5. How do symbolic, regulative, and participative demands manifest themselves in the school district?
6. What changes have occurred in the frequency of demands upon the school board in recent years?
7. What are some of the reasons for the changes in frequencies of demands and what groups make the most demands upon the school board?

C. Investigation of the Support Inputs

1. What are the major support inputs received by the school board?
2. How are the support inputs manifested within the school district?

D. Investigation of Political Functions

1. What structures function in a school district to present demands to the school board?
2. What subgroups are most effective in initiating demands for the school board?
3. What proportion of demands upon the school board are initiated by the trustees themselves?

E. Investigation of Governmental Functions and System Outputs

1. How are the decision-making activities of the school board distributed among the rule making, rule application, and rule adjudication functions?
2. What differences exist between the frequency distribution of demand inputs and system outputs?

3. What factors account for some of the differences which exist between the frequency distributions of demand inputs and system outputs?

I. SUMMARY AND IMPLICATIONS

Composition of the Administrative System

The methodology of Blocker et al. (3) as it has been extended by House (6), Bezeau (2), and Breitzkreuz (4) was used in the investigation of the subgroups within the sixty-eight member administrative system. Communication weights were used to determine the influentials in each task area of the school board, and factor analysis of the cubed reciprocated matrices representing the communication networks assisted in subgroup identification.

Central office instructional personnel were found to be the leading influentials in the task areas of instruction and curriculum, teaching personnel and pupil personnel. Business administrative personnel headed by the secretary-treasurer, assistant secretary-treasurer, and superintendent of works held the greatest influence in task areas concerned with non-teaching staff, finance and business management, and school plant services. The superintendent of schools was an influential in the communications flow of all task areas, but he ranked first only in school-community relations.

Trustees were classed as influentials in the following task areas: non-teaching personnel, finance and business management, and school-community relations. School board members, however, were afforded low influence in the task areas encompassing instruction and

curriculum, teaching personnel, pupil personnel, and school plant and services. A low influence rating in school plant and services seemed to indicate that although trustees were involved in the discussion and ratification of school facilities at the formal meetings, they had little involvement in the planning or servicing of these facilities outside the formal situation.

Although the principals had from two to six members in the upper one-fifth of the ranked communications weights in six of the seven task areas, they had limited influence as a group upon system-wide communication flows and interaction patterns in any of these task areas.

Examination of the primary communications network in the administrative system showed that this network was dominated by a subgroup containing nineteen central office personnel, three principals, and one trustee. The factor analysis of the secondary communications network in the administrative system identified a well-defined subgroup comprised of seventeen central office personnel and twenty-six principals which carried the main communications flow for the routine operations of the school district. Two other minor subgroups in the secondary communications network appeared to revolve around the special educational program and the acquisition of new facilities and equipment.

The limited number of responses to the sociometric question used for the examination of the socialization network tended to reduce the importance of the results derived from the factor analysis of this dimension of the administrative system. The results available, however, seemed to indicate that the senior central office personnel maintained their own informal group while several principals, minor central

office staff, and two trustees had at least occasional informal contacts.

Some of the implications of this sociometric analysis of the administrative system are presented in the following paragraph.

The formal organization chart of this school district (Figure 6, p. 66) indicated that the authority to govern the educational institutions within the district flowed from the Board of School Trustees through the Superintendent and the central office staff to the principals and the schools. The sociometric analysis of the relationships of the majority of the members of this organizational structure revealed that although the authority to govern the educational institutions came from the Board of School Trustees, the important administrative thrust within the district came from the Superintendent and the central office staff. The lack of involvement of the school board in four of the main communications networks related to task areas seemed to indicate that the board had adopted the role of an advisory body. Minar (11) has noted that this reduced involvement of school board members in the mainstream of school district communications is a phenomenon associated with the urbanization of an area. He points out also that the reduced activity of trustees in the operation of urban school boards requires that great care be taken in the training of school district administrators. Minar's statement examining this issue provides an appropriate summary for this part of the discussion:

... and if the local community retains the power it now has in educational policy, the key figure in school decision-making will increasingly be the professional educational administrator. Such a prospect raises vital questions about the preparation of administrators and the prospects for local democratic control.
(11:p.135)

Investigation of the Demand Inputs

Evidence of 564 demand inputs into this school board system was found in the content analysis of the minutes of twenty-eight board meetings. Of this total, 79 per cent were classified as extractive, 15 per cent as regulative, and 6 per cent as symbolic. No evidence of participative demands was found in the minutes.

Analysis of the extractive demands according to the task areas in which they occurred indicated that the largest numbers were recorded in staff personnel, finance and business management, and school plant and services (23 per cent, 25 per cent, and 20 per cent of the total, respectively). These findings were similar to the percentages of school board decisions assigned to comparable task areas in the studies of Maertz (9:pp.118-121) and Keen (7:pp.31-32).

Demand inputs concerned with instruction and curriculum (3 per cent), pupil personnel (3 per cent), and school-community relations (4 per cent) were infrequent. Demand inputs arising in the first two categories appeared to be processed in the main by professional administrators at the district or school level.

Regulative demand inputs were recognized as important by the trustees and other members of the administrative system. Evidence of their importance was underlined by designation of eight of the twenty-eight meetings in the study as policy-making meetings.

Symbolic demand inputs appear to have a relatively low, but stable, frequency of occurrence in school districts. Respondents (71 per cent) in the interviews seemed to agree with the statement that some symbolic demands in a school district could arise from the

desire of members of the administrative system to enhance the prestige of the district.

The majority of the demand inputs (86 per cent) originated in the educational structures of the district. Only 8 per cent of the demand inputs were emitted by community organizations. Another 6 per cent of the demand inputs were introduced by government agencies at the local, provincial, or federal levels.

The majority of the members of the administrative system agreed that the Davies-Brickell procedures exerted at least above average control upon the entrance of demand inputs into the school board system.

Parental delegations were recognized by the respondents as an important mechanism for the introduction of demand inputs from the community into the school board system. Further questioning revealed that this method for demand inputs was infrequently used in this district, and the few delegations which did appear were concerned with pupil safety and school boundaries.

Many members of the administrative system (75 per cent) felt that the school board should not spend so much time on school buildings and finance in their regular meetings. No alternative methods were suggested for handling the school boards essential involvement in these task areas. Three central office staff and three principals suggested that the trustees confine their decision-making to these areas where they were legally required to set policy or sanction expenditures.

The majority of the members (61 per cent) of the administrative system felt that trustees should be better informed about the philosophical reasons for instruction and curriculum changes. Few respon-

dents (14 per cent) thought that the trustees should become involved in the processing of demand inputs related to pupil personnel. More professional educators (82 per cent) than trustees were of the opinion that the school board spend more time on the school-community relations task area. Sociometric analysis of this task area, however, revealed that five of seven trustees were classed as influentials in this task area.

Data gathered in the interviews confirmed the evidence from the minutes that few participative demands had occurred in this district.

All respondents reported an increase in extractive demands during their period of tenure. "Need for improved curriculum," (80 per cent) "growth of the school district," (57 per cent) "complexity of society," (41 per cent) and "need for special education facilities," (41 per cent) were the most frequently quoted reasons for the increased extractive demands in the school district. Teachers ($f = 24$) and principals ($f = 17$) were most frequently cited as placing the highest number of demands upon the school board system.

Content analysis of the school board minutes coupled with interviews of administrative system members appeared to be a fruitful method for examining the validity of the concepts of demand inputs in the study of school districts. Three of the four types of demand inputs were readily identifiable in the operation of this school board. Participative demand inputs, the fourth type, should not be discarded, however, in the study of school boards. Recent reports of parents boycotting schools with inadequate facilities and of students "striking" because of oppressive administrative rules suggests that this type of demand input upon school systems may be increasing.

Evidence provided in this study that the Davies-Brickell procedures exert "above average" control upon the inputs into the school board raises the question whether these set procedures are completely satisfactory in districts which are undergoing urbanization. If the process of urbanization tends to reduce lay participation in the government of the educational system as Minar suggests, perhaps caution should be taken in the further implementation of rigid procedural rules for board meetings and policy-making.

Investigation of the support inputs. Support inputs were not as frequently recorded in the minutes and administrative memoranda as demand inputs. Only twenty-five support inputs were coded in the minutes and administrative memoranda.

Material supports in the form of gifts, services, and scholarships often entered the school system at the school level rather than at the board level. Although no estimate of the value of these types of material support inputs was available, three principals reported that their school programs would be curtailed by the withdrawal of volunteer services received from lay personnel and community organizations. It was of interest to observe that two of these schools were noted in the district for their innovative practices.

The annual budget of close to eleven million dollars provided the major revenue support in this school district. A detailed examination of this support was not attempted in the study. By the administration of a budget of nearly eleven million dollars in a well-defined geographical area, the school board appeared to be performing the two main functions of a political system cited by Easton (5:p.22) in this

statement:

All political systems fulfill these two functions:

- (1) They must be able to allocate values for society.
- (2) They must also manage to induce most members to accept these allocations as binding, at least most of the time.

Deference supports in the form of letters of appreciation and telephone calls expressing gratitude for educational services were more numerous at the school level than the board level. Very few incidents rejecting school board rulings during the year of the study were reported, and 96 per cent of the respondents felt that the public readily accepted all of the programs offered by the school board. The majority (90 per cent) of the members of the administrative system rated community support for the schools as "very high" or "high." Generally, the obedience support inputs for the school board system appeared to be high, and this district could be classified in Minar's terms, "a low-conflict district." (10:p.835)

Investigation of political functions. The structure of aggregation (87 per cent) was the principal method of introducing inputs to the school board system. Articulation and self-initiation accounted for the entry of only 8 per cent and 5 per cent of the demand inputs respectively.

Within the structure of aggregation, 21 per cent of the demand inputs were aggregated by the superintendent (executive), 48 per cent by legislation, and 30 per cent by bureaucratic means. In a district employing the Davies-Brickell procedures and maintaining a highly trained, low turn-over central office bureaucracy these high percentages of demand aggregation were not surprising.

The low percentage (8 per cent) of demand inputs articulated by interest groups was related to the lack of school-community relations inputs, the low-conflict status of the school system, and possibly, the secondary position education has in community decision-making. (8:p20).

Results of the interview questions probing the effectiveness of subgroups in initiating demand inputs for the school board system appeared to confirm the findings of the sociometric instrument. For example, the superintendent and staff (central office personnel) were rated the most effective subgroup in initiating demand inputs for the board, and this rating supported the dominant position held by the central office staff in the school board task areas examined by the sociometric questionnaire. Community groups were rated as ineffective in introducing demand inputs, and this finding points out the tendency of school systems to become closed systems within the larger community.

Respondents in the interviews noted that community groups were ineffective in initiating demands into the board because of their failure to recognize or use the most productive channels open to the school board and the unimportance of demand inputs that the public did present to the board.

The different perceptions of the members of the administrative system when asked to identify the initiators of six innovations in the school system gave some indication of the overlapping of the demand aggregation and demand articulation functions. Findings from this question would seem to indicate that innovations must gain support from several sources of power within the school system before they become aggregated into a single demand input and eventually become policy.

Approximately 65 per cent of the members of the administrative system favored direct communication with the Superintendent as the most satisfactory method of demand articulation by the public. Another 18 per cent continued to favour the secretary-treasurer as the recipient of demand inputs for the school board from the public, while 7 per cent preferred a letter to the chairman, 7 per cent indicated a combination of methods, and 4 per cent gave no reply. The suggestion that different channels for formal communication with the board continue to exist raises further questions regarding the dysfunctions which appear to be built into the formal organizational structure of school boards in British Columbia. It would appear, for instance, that school boards appointing the superintendent as chief executive officer and yet retaining the office of secretary-treasurer will continue to have confusion on the part of the public regarding the correct channel of communication to the trustees. A suggested solution to this dilemma would be the changing of the secretary-treasurer's role to that of assistant superintendent in charge of business administration. Hopefully, all official correspondence to the board would then enter through the office of the superintendent.

Only twenty-four demand inputs self-initiated by the trustees were identified in the minutes. Here, again, the control exerted by the Davies-Brickell procedures upon the agenda of the meetings was evident. The low number of self-initiated demands by members of this board tended to limit the discussion of non-educational matters at the formal meetings. Consequently, no category for non-educational matters was required in this study.

It would appear that lowering the number of self-initiated

demands by pre-meeting routines might not in itself be a good practice. Conceivably, a point could be reached where the low number of self-initiated inputs from the trustees would reduce the value of the board meeting for purposes of discussion and debate. A longitudinal study over the period of the last five years perhaps could be made to determine whether this board had become too reliant upon the demand input mechanisms of the Davies-Brickell procedures.

Investigation of governmental functions and system outputs.

The governmental functions of the board were identified as 48 per cent rule making, 50 per cent rule application and 2 per cent rule adjudication. The high percentage of rule making activity on the part of the board appeared to be related to the demands of the rapidly developing municipal district. Also, the administrative committee it has been noted presented many recommended motions to the board which required official ratification. The efficiency of the administrative committee in preparing rules to be made probably caused this board to contradict the general assertion that school boards are not policy-making bodies (9) (7). Although the board participated in only seven examples of rule adjudication, this governmental function was readily identifiable in the minutes, and one special meeting was entirely occupied by this process.

System outputs resulting from governmental functions did not exactly equal total system outputs. Twenty-three informal outputs were identified in the coding of the minutes and administrative memoranda. Of the 475 outputs recorded in the study, 72 per cent were extractive, 5 per cent symbolic, and 23 per cent regulative. No evidence of

allocative or distributive outputs were found in the data.

A comparison of demand inputs recorded in the twenty-eight meetings with system outputs revealed the outputs to equal 86 per cent of the inputs. In this comparison it must be remembered that the support inputs which are pervasive and difficult to identify in the minutes were omitted. System outputs, however, would in the majority of analyses be less than system inputs because of: (1) tabled motions; (2) defeated motions; (3) occurrence after the conclusion of the study interval; and (4) suspension within the system.

Proportions of extractive outputs and symbolic outputs remained roughly equivalent to the similar categories of demand outputs. Regulative outputs showed an increase of eighteen over regulative inputs. This change was caused by the transformation of several demand inputs into regulative outputs by the setting of salary schedules and similar policies by the board.

Comparison of system outputs with demand inputs to provide a percentage ratio is a deceptively easy operation, and it may have some implications for determining the "efficiency" of school boards and other public bodies. Many further studies using the political science framework with school boards under differing conditions are needed, however, before any firm criteria based upon the input/output ratio can be established.

This School Board as a Political System

From the preceding summary of the application of the political science framework it is possible to make an assessment of this school board as a political system.

As a political system, this school board appeared to be mainly involved in the processing of extractive demands related to staff personnel, finance, business management, and school facilities. To a lesser extent the board concerned itself with regulative demands and symbolic demands. The majority of the demands upon the board originated in the educational structures of the district, and were presented to the board by means of well-defined procedures controlled by the Superintendent, his committees, and by the board itself.

The board appeared to have limited contacts with other units of local government in the community, and relatively few demands were introduced to the board by individuals or special interest groups. Demands upon the board by the trustees themselves were infrequent during the period of the study. No caucuses appeared to exist in the community for the support of any specific trustee. The sociometric analysis also indicated that the members of the board had few contacts with members of the school system other than those in senior administrative positions.

Support for the school board system in the form of material resources and public acceptance of educational programs was rated average. There was some evidence in the examination of educational innovations in the district that suggested that the ability of the professional staff to anticipate the needs of the public had reduced the level of board-community conflict.

The governmental functions of the school board were divided almost equally between rule making and rule application. As previously noted, this high proportion of rule making seemed to be the result of a rapidly growing district, and an efficient central office staff seeking

the ratification of policies to cope with the expansion. Such a high proportion of rule making is not typical of school board government

By processing 86 per cent of the demand inputs over the period of a year, this school board gave some evidence of operating efficiently. Only twenty-three informal outputs were discovered in the minutes, or less than two per month. Perhaps this was a further indication of the controlled nature of the system.

The three most significant features of the school board as a political system uncovered by the application of the political system framework were its controlled nature, relatively closed system boundaries, and its performance within a low-conflict environment.

Evaluation of the Political Science Framework

Scribner's adaptation of Almond's political science framework appears to be a useful method for the study of school boards. With the exception of the communication function, the political science framework provides helpful concepts for the analysis of school board operations. Evidence was gathered during this study to show that coding procedures for the use of the framework can be taught easily, and that with adequate practice coders could reach an acceptable level of reliability.

The most productive concepts in the framework appear to be those associated with demand inputs and political functions. Demand inputs were readily identifiable in the data gathered in this study. School personnel also responded well to this term in the interviews, and they commented upon its adequacy for recording the pressure from various

sources upon the school system. The sub-categories of extractive demands, regulative demands, and symbolic demands met similar response from respondents in the field.

The political functions of demand aggregation and demand articulation appear to have important implications for the study of school boards. Analysis of the process of demand aggregation can provide some indication of the capabilities of the trustees and administrators in recognizing and handling contentious issues in a school district. Understanding of the process of demand articulation can assist in the identification of interest groups within the district and determining their importance. Both of these concepts are important tools for investigating the conflict level in school districts.

One important advantage provided by the political science framework was that it permitted documentary analysis of school board data readily available in the form of minutes and administrative memoranda. This advantage would permit longitudinal studies of the individual concepts in the framework to be undertaken. Also, a preliminary investigation of the school board's performance in terms of the framework could be easily made before major field work has begun.

The two most serious drawbacks encountered in the use of the framework were: (1) length of time required to code all of the concepts in the framework over the period of twenty-eight meetings, and (2) lack of sufficient data in the minutes to identify all types of support inputs. The first drawback could be overcome by sampling procedures, and more selective examination of fewer concepts within one study. Unfortunately, the second drawback does not lend itself to an easy solution,

and investigation of support inputs will probably involve a variety of research techniques including content analysis, interviews, questionnaires, and budget analysis.

II. FURTHER RESEARCH

The political science framework has now been sufficiently tested in the work of Scribner, Homitz, Pentz, and the present study to permit the use of several of the major concepts in the comparative analysis of a broad sample of school boards. The demand input concept, in particular, would lend itself readily to this type of research. The political science framework could also be used in longitudinal, comparative, and descriptive studies of other local government bodies.

The political science framework by using the direct terms rule making, rule application, and rule adjudication appears to provide a fruitful method for the examination of school board decision-making.

Comparative studies based upon the political science framework would aid in the development of a typology for describing the political nature of school districts. Information gained in the study of demand aggregation and demand articulation, for example, would help describe the conflict level in a school district. Also, the frequencies of the different kinds of demand inputs would describe the status attributes of the district, and distribution of the governmental functions could indicate the decision-making style of the school board and its officers.

The political science framework lends itself to historical studies. It would be of interest to use the framework in the examination of the operations of a school board during a period of change from

a rural to an urban environment.

Further use should be made of the methodology of Blocker et al. (3) in the study of school boards and their administrative systems. Implementation of this technique over a sample of school boards would permit the analysis and comparison of sub-group structures in a study similar to that of Breitzkreuz (4). Such a study would probably shed more light on the problems associated with the separation of functions between school board members and school district administrators.

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A P P E N D I C E S

A P P E N D I X A

C O R R E S P O N D E N C E

11017 - 86th Avenue,
Edmonton, Alberta,
July 10, 1967

Colonel J. N. Burnett,
Research Director,
B.C. School Trustees Ass'n.,
1095 Howe Street,
Vancouver, B.C.

Dear Colonel Burnett:

You will probably recall that as a graduate student from the University of Alberta I visited you in May and indicated that during the 1967-68 year I would like to conduct some research involving school boards in British Columbia. As my plans for this research have now moved ahead sufficiently I can give you some idea of what my study will entail.

My study will require that I work very closely with one school board for a period of approximately six months. During this period I will attempt to perform a systems analysis of the school board's operations as they affect the community, the departments of the school board, and the school board itself. This systems analysis will be conducted with the aid of a method developed by Dr. J. D. Scribner at Stanford University. Needless to say that in correspondence of this kind, I cannot give complete details of the research methodology, but I can point out that the study will be of some value to the participating board in particular, and B.C. school boards in general. Also, it is planned that this study will be objective, and any references which could be construed as confidential or personal will be omitted from the final draft of the thesis.

At the present time I am involved in course work, but should the officers of the Trustees Association wish to hear my research proposal in detail I can make the trip to Vancouver during the latter part of August. I would, however, like to start my study this fall, and therefore, I would attempt to make arrangements with the participating board at the time of my visit to the Coast.

I would appreciate your discussing my proposed research with the executive of the Trustees Association, and informing me of their reaction to it. Again, many thanks for the kind audience that you gave me during my May visit, and I hope that in the near future we can get together to discuss the exact details of the implementation of my study in B.C.

Yours sincerely,

Stewart W. Martin.

August 21, 1967

Mr. S.W. Martin
11017 - 86th Avenue
Edmonton, Alberta

Dear Mr. Martin:

Reference your letter of July 17 your request was placed before the Executive Committee at its meeting on August 12 & 13. The following recommendation was approved.

That school districts be informed that Mr. S.W. Martin, a former B.C. principal now studying for his doctorate at the University of Alberta, has been given Executive approval to approach boards seeking co-operation in his research investigations.

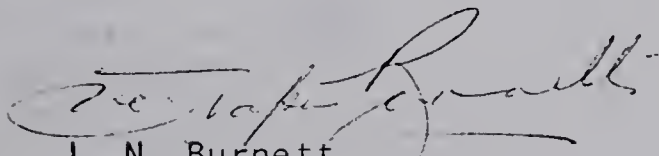
All school districts will be notified of this decision and for your information a copy of our circular to school boards is attached.

In this connection it might be noted that the District Superintendent of School District _____ is interested in your proposals.

Please accept our best wishes for success in your doctoral studies.

Very truly yours

B.C. SCHOOL TRUSTEES ASSOCIATION


J. N. Burnett
Director of Education

JNB:nlp

Encl.

August 21, 1967

GC:52.67

TO: The Secretary-Treasurer
All School Districts in B.C.

RE: Research Project

Mr. S.W. Martin, a former principal at West Vancouver now studying for his doctorate at the University of Alberta, wishes to conduct research involving school board operation in British Columbia.

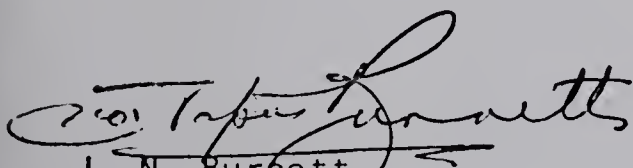
He has written to the Association requesting approval to approach school districts in this regard. The Executive has been pleased to co-operate with Mr. Martin and he has been so informed.

The work envisaged entails working very closely with one school board and making a systems analysis of the board's operations as they affect the community, the departments of the board and the board itself. He may, in addition, be seeking information from other boards.

The above will serve to introduce Mr. Martin to boards with whom he may communicate. Should any board have a special interest in this type of study he may be reached at -

11017 - 86th Avenue
Edmonton, Alberta.

B.C. SCHOOL TRUSTEES ASSOCIATION


J. N. Burnett
Director of Education

A P P E N D I X B

S A M P L E O F C O D E D M I N U T E S

APPENDIX B

SAMPLE OF CODED MINUTES

SCHOOL DISTRICT NO. __ __, __, B. C.

Minutes of the Regular Board Meeting of the Board of School Trustees, School District -----, held in the Board Room,-----, -----, on Monday, November 13, 1967.

Present:

CODE

Trustee, Chairman, Member No. 7
 Trustee, Vice-Chairman, Member No. 3
 Trustee, Member No. 2
 Trustee, Member No. 4
 Trustee, Member No. 5
 Trustee, Member No. 69
 Trustee, Member No. 6

Approval of Minutes

MOTION: Member 4/Member 5, that the Minutes of the meeting on Monday, October 16, 1967 be approved as circularized.

OMITTED

MOTION: Member 4/Member 5, that the Minutes of the meeting on Monday, October 30, 1967 be approved as circularized.

Accounts for Payment

<u>MOTION</u> : Member 4/Member 5, that the warrants as submitted be approved for payment.	Extractive Demand,
Warrant No. 10, General Operation,	\$373,814.35
Warrant No. 12, Referendum No. 9,	336,592.35
Warrant No. 29, Referendum No. 8,	67,307.19
Warrant No. 50, Referendum No. 7,	1,065.75
Warrant No. 61, Shareable Cap. Trust,	2,787.80
Warrant No. 86, Night School Trust,	2,406.13
	Finance and Business Management, Rule Application

SAMPLE OF CODED MINUTES (continued)

Bylaw No. 39CODE

The Board agreed to the sale of \$1,000,000.00 of debentures under Referendum No. 9.

Extractive
Demand,

MOTION: Member 4/Member 69, that school District No. ---, -- -----, School Loan Bylaw No. 39 be read a first time.

Finance
and
Business
Management,

The Bylaw was read.

MOTION: Member 2/Member 4, that School District No. ---, -- -----, School Loan Bylaw No. 39 be read a second time.

Rule
Application

The Bylaw was read.

MOTION: Member 4/Member 6, that School District No. ---, -- -----, School Loan Bylaw No. 39 be now read a third time, finally passed and adopted.

MOTION: Member 4/Member 6, that School District No. ---, -- -----, School Loan Bylaw No. 39 be taken as read.

Third Street Traffic Control

At the last regular meeting a delegation of parents had asked the Board to endeavour to obtain safe crossings of streets intersecting Third Street east of Boundary. The matter had been thoroughly investigated by the City authorities and Police and Mr. ---. It was agreed to add one more marked crosswalk at Alder Road. Three are already marked. It was noted that crosswalks at Spruce (dog's leg) and at Kingsway (crest of a hill), were too dangerous and pedestrians should be discouraged to cross them.

Extractive
Demand,

School-
Community
Relations,

Rule
Making

MOTION: Member 4/Member 2, that the delegation be advised of the action taken by the Board and the results obtained. Carried.

A reply to the Chairman's letter concerning Capital Financing from the Deputy Minister of Finance, was acknowledged and filed on Motion by trustees, Member 4/Member 69.

Regulative
Demand,

Rule
Application

SAMPLE OF CODED MINUTES (continued)

Pedestrian Crossing - Kingsway at GravelyCODE

The Board was continuing to employ an adult safety patrol at Gravely on Kingsway Road at a cost of \$5.26 per day. This action was undertaken by the Board to continue until appropriate traffic control lights could be established in the vicinity.

Extractive
Demand,

Finance
and
Business
Management,

Rule
Making

MOTION: Member 4/Member 69, that the Secretary-Treasurer write to the District Manager advising him of the cost of maintaining the adult patrol at Kingsway Road and Gravely Street, and ask for some commitment in the establishment of necessary traffic lights.

Vandalism of Schools

Specific recommendations regarding protecting Ogden School were made by the Superintendent of Works.

Extractive
Demand,

MOTION: Member 2/Member 4, that the Maintenance Department be authorized to instal wire mesh screens on the lower floor windows of the north exposure and the courtyard of Ogden Secondary School at an estimated cost of \$900.00

School
Plant and
Services

Rule
Making

Maple Grove School

A committee struck to select an architect for the proposed Maple Grove School had met and recommended the appointment of an architect.

Extractive
Demand,

MOTION: Member 4/Member 69, that the firm of architects, Henderson and Associates be engaged to design and supervise the construction of Maple Grove Elementary School on the understanding that they will be able to have working drawings and specifications ready to allow construction of the school by September, 1968. (Member 2 refrained from voting.)

School
and
Plant
Services.

Rule
Making

SAMPLE OF CODED MINUTES (continued)

Tuition Fees WaivedCODE

MOTION: Member 69/Member 4, that the tuition fees on behalf of non-resident students, Bill Barkley, Mary Jorgensen, May Parsons be waived on compassionate grounds, on the recommendation of the Superintendent of Schools.

Extractive
Demand,

Pupil
Personnel,

Rule
Application

Teacher Aides

Considerable discussion took place on the functions of lab. assistants in some secondary schools. It was agreed on Motion by trustees Member 69/Member 2, that the Board ask the Teachers' Association whether they wish to have teacher aides, other than students such as lab. assistants and markers included in their organization for employee bargaining purposes.

Regulative
Demand,

Rule
Making

In the meantime, lab. assistants would be informed that the matter of their affiliation with C.U.P.E., was under review by the Board.

VICTORIA DAY CELEBRATIONS

Letter of thanks to trustees and officials for their participation in Victoria Day Celebrations was received from Mr. Tom Burns. After discussion it was agreed that this topic be discussed again in 1968. Along the same lines, the following motion was made.

Symbolic
Demand

MOTION: Member 2/Member 4, that senior students of the secondary schools be invited to meet with the Board in the spring of 1968 to discuss the students' view on our schools, the meeting to proceed somewhat along the lines of the one held in 1967, with more participation from students, and less from ex-students.

Rule
Making

APPENDIX C

INTERVIEW SCHEDULE

INTERVIEW SCHEDULE-

Name _____ Position _____ Code No. _____

I. Demand Inputs

A. Extractive Demands

1. How do you rate the effectiveness of the Davies-Brickell system in controlling the processing of demands upon the school board in this district?

- a. very high _____
- b. high _____
- c. above average _____
- d. average _____
- e. below average _____
- f. low _____

2. The Davies-Brickell system is over a decade old now. Do you feel that its present form meets the needs of the modern school board? Yes _____ No _____

Comments: _____

3. What changes in the Davies-Brickell system would you suggest?

4. What is the most important factor to be considered by the administrative staff in bringing educational demands to the attention of the school board?

- a. Cost _____
- b. Precedent _____
- c. Policy _____
- d. Educational value _____
- e. A combination of these factors _____
- f. Other factors _____

5. As a board member or administrator do you feel that parental delegations to the board have any value in the conduct of the entire school district's affairs?

Yes _____ No _____

Comments: _____

6. Do you feel that many parental delegations appear before this board and has the number increased or decreased over your period of tenure? _____

7. What type of demands do parental delegations usually make upon this school board?

a. Pupil accommodation _____

b. Pupil safety _____

c. Instruction and curriculum _____

d. Teacher personnel _____

e. Other _____

8. What is your general reaction toward parental delegations which appear before the board to present their demands?

a. Intensely interested _____

b. Interested _____

c. Disinterested _____

d. Mildly antagonistic _____

e. Antagonistic _____

9. Additional comments regarding #8 above. _____

10. Preliminary research in the area shows that school boards process more demands related to facilities and finance than any other type of business. Do you think that processing this type of demand should require such a high proportion of school time? Yes _____ No _____
11. If answer No, how would you recommend that this type of demand be processed?
- _____
- _____
- _____
12. Do you think that the school board should devote more time to the consideration of instruction and curriculum?
- Yes _____ No _____ Comments: _____
- _____
- _____
- _____
13. To Pupil Personnel? Yes _____ No _____ Comments: _____
- _____
- _____
- _____
14. To community Relations? Yes _____ No _____ Comments: _____
- _____
- _____
- _____

B. Symbolic Demands

1. Do you think that some demands are made upon school boards merely to enhance the prestige or status of the district?
- Yes _____ No _____
- If answer Yes, could you give some examples of this type of demand?
- _____
- _____

2. Would you be in favour of this district issuing a separate Annual Report describing its educational activities?

Yes _____ No _____

3. Approximately how much time do you spend during the year attending district school graduations, school openings, testimonial dinners for retiring staff, and similar events?

one night per month on the ave. _____

three or four nights per year _____

one or two nights per year _____

never _____

C. Regulative Demands

1. Are there any new policies that you feel should be added to the Board Policy Book this year?

Yes _____ No _____

2. In your opinion are there any policies in the Board Policy Board Book obsolete or in need of an immediate revision?

Yes _____ No _____

If answer Yes, could you give an example? _____

D. Participative Demands

1. During your tenure in this district have any groups requested an increase or decrease in the number of members on the school board?

Yes _____ No _____

2. During your tenure in this district has any parent(s) attempted to influence the board's decisions by refusing to send his child to school?

Yes _____ No _____

If answer Yes, what were the details of this event? _____

3. Over your term of office with this board would you say that all types of demands upon the school system have
- a. increased? _____
- b. stayed the same? _____
- c. decreased? _____
4. In your opinion why have demands upon the school board increased? stayed the same? or decreased?
- _____
- _____
- _____
5. What groups or individuals make the most demands upon the school board?
- _____
- _____
- _____

II. Support Inputs

Before questioning the respondents the terms material supports, obedience supports, and deference supports will be briefly explained.

- A. Material Supports. (With exception of C.3, these questions are to be asked of the Secretary-Treasurer and Superintendent only.)

1. Point out to the respondents that revenue supports will not be included in the interview data.
2. Has the board received any gifts from the general public in 1967?
- Yes _____ No _____
3. What gifts have been bestowed upon this school district?
- | | |
|-----------------|----------------|
| Pictures _____ | Books _____ |
| Bursaries _____ | Services _____ |
| Sculpture _____ | Others _____? |

B. Obedience Supports

1. Have any groups or individuals failed to accept school board rulings during 1967?
- Yes _____ No _____

2. If answer Yes, was failure to obey related to rules governing the following?

Pupils _____

Teaching Staff _____

Non-Teaching Staff _____

Other _____?

3. Does the public accept readily all of the programs offered by this school district?

Yes _____ No _____

Comments: _____

C. Deference Supports

1. How many letters of appreciation for educational services were received by the board in 1967?

Many _____ Some _____ None _____

2. Have community groups expressed their appreciation of the board's services during 1967?

Yes _____ No _____

If answer Yes, how? _____

3. How would you rate the support of this community for its school system?

very high _____

high _____

above average _____

average _____

below average _____

low _____

very low _____

Comments: _____

4. What have been the percentages of voters in favour of Referendums 1 to 10? (Period of 1957-1967).

Referendum # 1	Referendum # 6
Referendum # 2	Referendum # 7
Referendum # 3	Referendum # 8
Referendum # 4	Referendum # 9
Referendum # 5	Referendum #10

III. Communication and Conversion Functions

A. Articulation - a political function

1. Using a five point scale rate the effectiveness of the following groups in initiating inputs for the school board system.

	very imp't	imp't	ave. imp't	below ave.	not imp't
	1	2	3	4	5
Parent-Teachers' Association	_____	_____	_____	_____	_____
Principal's Assoc.	_____	_____	_____	_____	_____
School Board Members	_____	_____	_____	_____	_____
Rate payer's groups	_____	_____	_____	_____	_____
Superintendent and Staff	_____	_____	_____	_____	_____
Teachers' Assoc. (Liaison Committtees)	_____	_____	_____	_____	_____
Department of Education	_____	_____	_____	_____	_____
Local Interest Groups	_____	_____	_____	_____	_____

2. Below are listed six recent actual or proposed inputs into this school system. In your opinion who was responsible for initiating these inputs locally.

InputInitiator(s)

- a. Adult Education Program
- b. Kindergartens
- c. Junior College
- d. Teacher Aides
- e. Business Managers
- f. Special Education Facilities

B. Aggregation - a political function

1. What methods are used by this board to bring together several conflicting proposals or demands in order to develop a single or uniform policy?

- a. Committee meetings
- b. Superintendent's recommendations
- c. Regular board meeting discussions
- d. Informal discussions outside meetings
- e. A combination of the above
- f. Other methods?

Comments on aggregation:

C. Communication

1. In preparing yourself for the regular school board meetings, which of the following sources of information is most important to you? Place in rank order 1, 2, 3 etc.

- a. Prior knowledge gained from previous meetings
- b. The administrative memorandum plus schedule
- c. Informal talks with board members
- d. Informal talks with administrative staff
- e. Discussion in committee
- f. Personal inquiries regarding agenda topics
- g. Other means

2. How much time per week do you spend preparing for regular school board meetings?

- a. 1-2 hours
- b. 3-4 hours
- c. 5-6 hours
- d. 7 hours or more

3. From time to time the public in this school district have legitimate demands which must be brought to the attention of the school board. When should each of the following methods be used? Which of the methods do your favour most? Which of the methods do you favour least?

	<u>When used</u>	<u>Most</u>	<u>Least</u>
Brief to superintendent	_____	_____	_____
Brief to Secretary-Treas.	_____	_____	_____
Delegation before board	_____	_____	_____
Conference with Superintendent	_____	_____	_____
Letter to indiv. board members	_____	_____	_____
Letters to the editor	_____	_____	_____
Letter to school principal	_____	_____	_____
Other methods?	_____	_____	_____

Comments: _____

4. As a board member upon what issues are you most likely to question administrative decisions and actions?

- a. Teacher personnel _____
- b. Pupil personnel _____
- c. Instruction and curriculum _____
- d. Finance and business management _____
- e. School plant and services _____
- f. School community relations _____
- g. Other areas? _____

IV. Concluding Questions

1. What values do you see in lay participation in educational decision making?

2. What groups within a school district are important in contributing to purposeful educational innovation and change?

3. As a school board member or administrator would you be in favour of more or less cooperation and involvement in community matters with other municipal governments?

Yes _____ No _____

Comments: _____

4. Who do you feel should have the most important role in policy making in the following task areas? Rank the participants in order 1, 2, 3, etc.

	School Board	Supt.& Staff	Sec.Treas. & Staff	Principal & Staff	Community Groups
Instr. & Curr.	_____	_____	_____	_____	_____
Staff Personnel	_____	_____	_____	_____	_____
Pupil Personnel	_____	_____	_____	_____	_____
Finance & Bus. Management	_____	_____	_____	_____	_____
School Plant & Services	_____	_____	_____	_____	_____
School-Community Relations	_____	_____	_____	_____	_____

5. Are you generally satisfied with the way in which the Annual Budget meets the educational demands of this community?

Yes _____ No _____ Comments: _____

6. Do you feel that the present level of community involvement in school affairs is adequate?

Yes _____ No _____ Comments: _____

A P P E N D I X D

S O C I O M E T R I C Q U E S T I O N N A I R E

SCHOOL DISTRICT ADMINISTRATIVE SYSTEMS QUESTIONNAIRE

This research project which is being conducted under the supervision of the Department of Educational Administration, Faculty of Education, University of Alberta, has the following major purposes:

1. To further refine a method of systems analysis developed for school board research by Dr. J. D. Scribner at Stanford University.

2. To identify and describe the various administrative subgroups which may function in a school district.

3. To determine how these various subgroups interact within the whole administrative system of a school district.

Your answers to the following questions will assist in developing an understanding of how all administrative personnel in a school district work together to accomplish the tasks of the organization. An important contribution will also be made to the development of school board research in this province.

The researcher greatly appreciates your cooperation in this research project.

Please enter Personnel Identification
Number HERE

(Your number on List of Personnel)

Part I. Directions:

In answering the questions in this part, choose as few or as many names as you feel are necessary to reply fully. Make all selections from the List of Personnel provided with this booklet. To assist you in locating your choices, the list has been divided into two sections with Section A containing the names of school board members and central office staff, and Section B containing the names of school principals. After each question circle the number or numbers which correspond to your choices from the List of Personnel. If you can not make any choices circle "NONE".

1. With which individuals do you have almost daily contact (phone calls, face to face conferences, memos, etc.) regarding general educational matters in this school district?

(Section A) 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17
18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35
36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 NONE

(Section B) 51 52 53 54 55 56 57 58 59 60 61 62 63 64
65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82
83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100
101 102 103 104 105 106 107 108 109 110 111 112 113
114 115 116 117 118 119 120 121 122 123 124 125 NONE

2. With which individuals do you have contact (phone calls, meetings, memos, etc.) only 3 or 4 times a month regarding general educational matters in this school district?

(Section A) 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17
18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35
36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 NONE

(Section B) 51 52 53 54 55 56 57 58 59 60 61 62 63 64
65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82
83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100
101 102 103 104 105 106 107 108 109 110 111 112 113
114 115 116 117 118 119 120 121 122 123 124 125 NONE

3. Indicate the individuals with whom you normally discuss matters pertaining to instruction and curriculum.

(Section A) 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17
18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35
36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 NONE

(Section B) 51 52 53 54 55 56 57 58 59 60 61 62 63 64
65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82
83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100
101 102 103 104 105 106 107 108 109 110 111 112 113
114 115 116 117 118 119 120 121 122 123 124 125 NONE

Please enter Personnel Identification
Number HERE

4. Indicate the individuals with whom you normally discuss matters pertaining to non-teaching personnel.

(Section A) 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17
18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35
36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 NONE

(Section B) 51 52 53 54 55 56 57 58 59 60 61 62 63 64
65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82
83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100
101 102 103 104 105 106 107 108 109 110 111 112 113
114 115 116 117 118 119 120 121 122 123 124 125 NONE

5. Indicate the individuals with whom you normally discuss matters pertaining to teaching personnel.

(Section A) 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17
18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35
36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 NONE

(Section B) 51 52 53 54 55 56 57 58 59 60 61 62 63 64
65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82
83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100
101 102 103 104 105 106 107 108 109 110 111 112 113
114 115 116 117 118 119 120 121 122 123 124 125 NONE

6. Indicate the individuals with whom you normally discuss matters pertaining to finance and business management in the school district.

(Section A) 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17
18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35
36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 NONE

(Section B) 51 52 53 54 55 56 57 58 59 60 61 62 63 64
65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82
83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100
101 102 103 104 105 106 107 108 109 110 111 112 113
114 115 116 117 118 119 120 121 122 123 124 125 NONE

7. Indicate the individuals with whom you would normally discuss matters pertaining to pupil personnel.

(Section A) 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17
18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35
36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 NONE

(Section B) 51 52 53 54 55 56 57 58 59 60 61 62 63 64
65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82
83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100
101 102 103 104 105 106 107 108 109 110 111 112 113
114 115 116 117 118 119 120 121 122 123 124 125 NONE

Please enter Personnel Identification
Number HERE

8. Indicate the individuals with whom you normally discuss matters pertaining to school plant and services in the school district.

(Section A) 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17
18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35
36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 NONE

(Section B) 51 52 53 54 55 56 57 58 59 60 61 62 63 64
65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82
83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100
101 102 103 104 105 106 107 108 109 110 111 112 113
114 115 116 117 118 119 120 121 122 123 124 125 NONE

9. Indicate the individuals with whom you normally discuss matters pertaining to school-community relations.

(Section A) 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17
18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35
36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 NONE

(Section B) 51 52 53 54 55 56 57 58 59 60 61 62 63 64
65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82
83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100
101 102 103 104 105 106 107 108 109 110 111 112 113
114 115 116 117 118 119 120 121 122 123 124 125 NONE

10. With which individuals do you have frequent informal social contact outside of events associated with school affairs? (3 or 4 times per month)

(Section A) 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17
18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35
36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 NONE

(Section B) 51 52 53 54 55 56 57 58 59 60 61 62 63 64
65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82
83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100
101 102 103 104 105 106 107 108 109 110 111 112 113
114 115 116 117 118 119 120 121 122 123 124 125 NONE

Please enter Personnel Identification
Number HERE

Part II. Personal Data

Instructions

This section requests certain personal data which will be held in the strictest confidence. These data are necessary only for preparing statistics which will describe the human variables in school district administrative subgroups.

Please complete this section by checking the appropriate space opposite the response which provides the correct personal data. Some questions require a brief answer in the space provided.

1. Sex

- _____ 1. Male
_____ 2. Female

2. Marital Status

- _____ 1. Single
_____ 2. Married
_____ 3. Other

3. Academic & Professional
Standing

- _____ 1. I do not hold a
University Degree
_____ 2. Bachelor's Degree
_____ 3. Two Bachelor's
Degrees
_____ 4. Master's Degree
_____ 5. Two Master's
Degrees
_____ 6. Ph.D or Ed. D.
_____ 7. MD
_____ 8. Other

4. Present Position in
School District System

5. If School Board Member,
give present occupation

6. If School Board member,
indicate how many years
in office in this dis-
trict (Count present
year as full year)

7. If principal or central
office staff, indicate
number of years in this
system. (Count present
year as full year)

8. If principal or central
office staff, indicate
total years experience in
the field. (Count present
year as full year)

A P P E N D I X E

T A B L E S X L V - L I

TABLE XLV

COMMUNICATION RANKS AND WEIGHTS FOR MEMBERS OF ADMINISTRATIVE SYSTEM
IN INSTRUCTION AND CURRICULUM TASK AREA

<u>Task Area</u>			
<u>Instruction and Curriculum</u>			
<u>Member</u>	<u>Position</u>	<u>Rank</u>	<u>Weight</u>
13	Assistant Superintendent	1	4791
10	Supervisor of Intermediate Instruction	1	4713
24	Director of Elementary Instruction	3	3818
21	Superintendent	4	2837
23	Primary Supervisor	5	2782
25	Director of Secondary Instruction	6	2494
36	Elementary Principal	7	2362
9	Supervisor of Secondary Instruction	8	2263
11	Supervisor of Special Education	9	2210
43	Elementary Principal	10	2191
44	Elementary Principal	11	2162
39	Elementary Principal	12	1991
47	Elementary Principal	13	1864
57	Elementary Principal	14	1753
41	Elementary Principal	15	1752
59	Elementary Principal	16	1695
40	Elementary Principal	17	1671
66	Secondary Principal	18	1545
61	Secondary Principal	19	1484
63	Secondary Principal	20	1466
67	Secondary Principal	21	1436
27	Supervisor of Music	22	1365
16	Consultant of Science	23	1334
34	Elementary Principal	24	1328
64	Secondary Principal	25	1319
33	Elementary Principal	26	1289
60	Secondary Principal	26.5	1238
68	Secondary Principal	27.5	1238
62	Secondary Principal	29	1237
15	Consultant, Industrial Education	30	1214
65	Secondary Principal	31	1184
55	Elementary Principal	32	1163
37	Elementary Principal	33	1162
42	Elementary Principal	34	1161
50	Elementary Principal	35	1120
53	Elementary Principal	36	1099

TABLE XLV (continued)

<u>Task Area</u>			
<u>Instruction and Curriculum</u>			
Member	Position	Rank	Weight
45	Elementary Principal	37	1076
46	Elementary Principal	38.5	1073
48	Elementary Principal	38.5	1073
49	Elementary Principal	40.5	1023
56	Elementary Principal	40.5	1023
30	Chief Librarian	42	991
51	Elementary Principal	43	965
19	Consultant, Art	44	964
52	Elementary Principal	45	962
8	Director of Adult Education	46	862
35	Elementary Principal	48	785
54	Elementary Principal	48	785
58	Elementary Principal	48	785
14	Supervisor of Special Services	50	767
20	Co-ordinator, Data Processing	51	736
38	Acting Principal	52	725
28	Consultant, Physical Education	53	724
31	Special Counsellor	54	666
26	Special Counsellor	55	630
17	Special Counsellor	56	610
6	Trustee	57	413
1	Trustee	58	320
22	Secretary-Treasurer	59	113
18	Purchasing Agent	60	106
29	Accountant	61	14
2	Trustee	64	8
3	Trustee	64	8
4	Trustee	64	8
5	Trustee	64	8
7	Trustee	64	8
12	Assistant Secretary-Treasurer	67.5	1
32	Superintendent of Works	67.5	1

TABLE XLVI

COMMUNICATION RANKS AND WEIGHTS FOR MEMBERS OF ADMINISTRATIVE
SYSTEM IN NON-TEACHING PERSONNEL TASK AREA

<u>Task Area</u>			
<u>Non-Teaching Personnel</u>			
<u>Member</u>	<u>Position</u>	<u>Rank</u>	<u>Weight</u>
32	Superintendent of Works	1	2126
12	Assistant Secretary-Treasurer	2	1614
22	Secretary-Treasurer	3	1428
21	Superintendent	4	983
2	Trustee	5.5	613
6	Trustee	5.5	613
18	Purchasing Agent	7	532
3	Trustee	8	374
65	Secondary Principal	9	345
35	Elementary Principal	10	326
36	Elementary Principal	11	297
39	Elementary Principal	12.5	282
44	Elementary Principal	12.5	282
13	Assistant Superintendent	14	268
47	Elementary Principal	15	259
40	Elementary Principal	19	250
41	Elementary Principal	19	250
54	Elementary Principal	19	250
58	Elementary Principal	19	250
59	Elementary Principal	19	250
64	Secondary Principal	19	250
37	Elementary Principal	19	250
53	Elementary Principal	24	244
61	Secondary Principal	24	244
7	Trustee	24	244
33	Elementary Principal	26	242
34	Elementary Principal	36.5	235
38	Acting Principal	36.5	235
42	Elementary Principal	36.5	235
43	Elementary Principal	36.5	235
45	Elementary Principal	36.5	235
46	Elementary Principal	36.5	235
48	Elementary Principal	36.5	235
49	Elementary Principal	36.5	235
50	Elementary Principal	36.5	235
51	Elementary Principal	36.5	235
52	Elementary Principal	36.5	235

TABLE XLVI (continued)

<u>Task Area</u>			
<u>Non-Teaching Personnel</u>			
<u>Member</u>	<u>Position</u>	<u>Rank</u>	<u>Weight</u>
55	Elementary Principal	36.5	235
56	Elementary Principal	36.5	235
57	Elementary Principal	36.5	235
60	Secondary Principal	36.5	235
62	Secondary Principal	36.5	235
63	Secondary Principal	36.5	235
66	Secondary Principal	36.5	235
67	Secondary Principal	36.5	235
68	Secondary Principal	36.5	235
29	Accountant	47	229
14	Supervisor of Special Services	48	225
30	Chief Librarian	49	175
4	Trustee	50.5	171
5	Trustee	50.5	171
16	Consultant, Science	52	142
24	Director of Elementary Instruction	53	126
25	Director of Secondary Instruction	54	124
27	Supervisor of Music	55	110
20	Co-ordinator, Data Processing	56	58
17	Special Counsellor	57	49
23	Supervisor of Primary Instruction	58	33
8	Director of Adult Education	60	10
9	Supervisor of Secondary Instruction	60	10
19	Consultant, Art	60	10
1	Trustee	65	1
10	Supervisor of Intermediate Instruction	65	1
11	Supervisor of Special Education	65	1
15	Consultant, Industrial Education	65	1
26	Special Counsellor	65	1
28	Consultant, Physical Education	65	1
31	Special Counsellor	65	1

TABLE XLVII

COMMUNICATION RANKS AND WEIGHTS FOR MEMBERS OF ADMINISTRATIVE
SYSTEM IN TEACHING PERSONNEL TASK AREA

<u>Task Area</u>			
<u>Teaching Personnel</u>			
Member	Position	Rank	Weight
24	Director of Elementary Instruction	1	4311
13	Assistant Superintendent	2	4138
21	Superintendent	3	3117
23	Supervisor of Primary Instruction	4	1982
10	Supervisor of Intermediate Instruction	5	1958
25	Director of Secondary Instruction	6	1894
9	Supervisor of Secondary Instruction	7	1284
44	Elementary Principal	8	1249
11	Supervisor of Special Education	9	1162
59	Elementary Principal	10	1122
36	Elementary Principal	11	1016
34	Elementary Principal	13	1009
43	Elementary Principal	13	1009
47	Elementary Principal	13	1009
37	Elementary Principal	15	994
27	Supervisor of Music	16	938
33	Elementary Principal	19.5	898
49	Elementary Principal	19.5	898
50	Elementary Principal	19.5	898
53	Elementary Principal	19.5	898
56	Elementary Principal	19.5	898
57	Elementary Principal	19.5	898
39	Elementary Principal	27	896
40	Elementary Principal	27	896
42	Elementary Principal	27	896
45	Elementary Principal	27	896
46	Elementary Principal	27	896
48	Elementary Principal	27	896
51	Elementary Principal	27	896
54	Elementary Principal	27	896
63	Secondary Principal	32	816
55	Elementary Principal	33	721
35	Elementary Principal	35	719
41	Elementary Principal	35	719

TABLE XLVII (continued)

<u>Task Area</u>			
<u>Teaching Personnel</u>			
<u>Member</u>	<u>Position</u>	<u>Rank</u>	<u>Weight</u>
58	Elementary Principal	35	719
38	Acting Principal	37	712
65	Secondary Principal	38.5	706
66	Secondary Principal	38.5	706
64	Secondary Principal	40	702
60	Secondary Principal	43	695
61	Secondary Principal	43	695
62	Secondary Principal	43	695
67	Secondary Principal	43	695
68	Secondary Principal	43	695
15	Consultant, Industrial Education	47	571
16	Consultant, Science	47	571
19	Consultant, Art	47	571
14	Supervisor, Special Services	49	489
1	Trustee	50	370
30	Chief Librarian	51	363
28	Consultant, Physical Education	52	350
22	Secretary-Treasurer	53	150
26	Special Counsellor	54	97
8	Director of Adult Education	55	87
2	Trustee	57.5	15
3	Trustee	57.5	15
4	Trustee	57.5	15
5	Trustee	57.5	15
17	Special Counsellor	60.5	10
31	Special Counsellor	60.5	10
6	Trustee	64.5	8
7	Trustee	64.5	8
12	Assistant Secretary-Treasurer	64.5	8
20	Co-ordinator, Data Processing	64.5	8
29	Accountant	64.5	8
32	Superintendent of Works	64.5	8
18	Purchasing Agent	68	1

TABLE XLVIII

COMMUNICATION RANKS AND WEIGHTS OF MEMBERS OF ADMINISTRATIVE SYSTEM
IN FINANCE AND BUSINESS MANAGEMENT TASK AREA

<u>Task Area</u>			
<u>Finance and Business Management</u>			
<u>Member</u>	<u>Position</u>	<u>Rank</u>	<u>Weight</u>
22	Secretary-Treasurer	1	2634
12	Assistant Secretary-Treasurer	2	2279
21	Superintendent	3	1964
13	Assistant Superintendent	4	1693
18	Purchasing Agent	5	1573
29	Accountant	6	1564
32	Superintendent of Works	7	1531
14	Supervisor of Special Services	8	1285
2	Trustee	9.5	769
4	Trustee	9.5	769
24	Director of Elementary Instruction	11	734
7	Trustee	12	676
11	Supervisor of Special Education	13	639
8	Director of Adult Education	14	569
3	Trustee	15.5	540
5	Trustee	15.5	540
25	Director of Secondary Instruction	17	533
6	Trustee	18	477
1	Trustee	19.5	447
20	Co-ordinator of Data Processing	19.5	447
23	Supervisor of Primary Instruction	21	410
10	Supervisor of Intermediate Instruction	25	384
15	Consultant, Industrial Education	25	384
16	Consultant, Science	25	384
19	Consultant, Art	25	384
27	Supervisor of Music	25	384
28	Consultant, Physical Education	25	384
30	Chief Librarian	25	384
49	Elementary Principal	30	381
51	Elementary Principal	30	381
60	Secondary Principal	30	381
66	Secondary Principal	32	256
36	Elementary Principal	33	249
63	Secondary Principal	34	230
43	Elementary Principal	35	226
39	Elementary Principal	36	223
59	Elementary Principal	37.5	217
61	Secondary Principal	37.5	217

TABLE XLVIII (continued)

<u>Task Area</u>			
<u>Finance and Business Management</u>			
<u>Member</u>	<u>Position</u>	<u>Rank</u>	<u>Weight</u>
9	Supervisor of Secondary Instruction	53.5	191
17	Special Counsellor	53.5	191
26	Special Counsellor	53.5	191
31	Special Counsellor	53.5	191
33	Elementary Principal	53.5	191
34	Elementary Principal	53.5	191
35	Elementary Principal	53.5	191
37	Elementary Principal	53.5	191
38	Acting Principal	53.5	191
40	Elementary Principal	53.5	191
41	Elementary Principal	53.5	191
42	Elementary Principal	53.5	191
44	Elementary Principal	53.5	191
45	Elementary Principal	53.5	191
46	Elementary Principal	53.5	191
47	Elementary Principal	53.5	191
48	Elementary Principal	53.5	191
50	Elementary Principal	53.5	191
52	Elementary Principal	53.5	191
53	Elementary Principal	53.5	191
54	Elementary Principal	53.5	191
55	Elementary Principal	53.5	191
56	Elementary Principal	53.5	191
57	Elementary Principal	53.5	191
58	Elementary Principal	53.5	191
62	Secondary Principal	53.5	191
64	Secondary Principal	53.5	191
65	Secondary Principal	53.5	191
67	Secondary Principal	53.5	191
68	Secondary Principal	53.5	191

TABLE XLIX

COMMUNICATION RANKS AND WEIGHTS FOR MEMBERS OF ADMINISTRATIVE
SYSTEM IN PUPIL PERSONNEL TASK AREA

<u>Task Area</u>			
<u>Pupil Personnel</u>			
Member	Position	Rank	Weight
11	Supervisor of Special Education	1	3179
17	Special Counsellor	2	2254
13	Assistant Superintendent	3	2239
31	Special Counsellor	4	1917
26	Special Counsellor	5	1699
21	Superintendent	6	1518
64	Secondary Principal	7	1464
24	Director of Elementary Instruction	8	1248
25	Director of Secondary Instruction	9	1105
23	Supervisor of Primary Instruction	10	1040
33	Elementary Principal	11	1008
43	Elementary Principal	12.5	989
44	Elementary Principal	12.5	989
61	Secondary Principal	14	983
10	Supervisor of Intermediate Instruction	15	931
36	Elementary Principal	17	890
41	Elementary Principal	17	890
54	Elementary Principal	17	890
46	Elementary Principal	19.5	856
48	Elementary Principal	19.5	856
63	Secondary Principal	21	840
53	Elementary Principal	22.5	834
57	Elementary Principal	22.5	834
67	Secondary Principal	24	808
47	Elementary Principal	25	713
59	Elementary Principal	26	694
34	Elementary Principal	27	676
52	Elementary Principal	28	671
66	Secondary Principal	29	657
9	Supervisor of Secondary Instruction	30	653
65	Secondary Principal	31	651
60	Secondary Principal	32	645
62	Secondary Principal	33	642
42	Elementary Principal	34	616
45	Elementary Principal	35	600

TABLE XLIX (continued)

<u>Task Area</u>			
<u>Pupil Personnel</u>			
Member	Position	Rank	Weight
51	Elementary Principal	36	597
38	Acting Principal	37	596
68	Secondary Principal	38	594
14	Supervisor of Special Services	39	587
35	Elementary Principal	41	561
40	Elementary Principal	41	561
58	Elementary Principal	41	561
39	Elementary Principal	43	527
37	Elementary Principal	46	505
49	Elementary Principal	46	505
50	Elementary Principal	46	505
55	Elementary Principal	46	505
56	Elementary Principal	46	505
27	Supervisor of Music	49	337
12	Assistant Secretary-Treasurer	50	68
22	Secretary-Treasurer	51	13
2	Trustee	54.5	4
3	Trustee	54.5	4
4	Trustee	54.5	4
5	Trustee	54.5	4
6	Trustee	54.5	4
8	Director of Adult Education	54.5	4
1	Trustee	63	1
7	Trustee	63	1
15	Consultant, Industrial Education	63	1
16	Consultant, Science	63	1
18	Purchasing Agent	63	1
19	Consultant of Art	63	1
20	Co-ordinator, Data Processing	63	1
28	Consultant, Physical Education	63	1
29	Accountant	63	1
30	Chief Librarian	63	1
32	Superintendent of Works	63	1

TABLE L

COMMUNICATION RANKS AND WEIGHTS FOR MEMBERS OF ADMINISTRATIVE
SYSTEM IN SCHOOL PLANT AND SERVICES TASK AREA

<u>Task Area</u>			
<u>School Plant and Services</u>			
<u>Member</u>	<u>Position</u>	<u>Rank</u>	<u>Weight</u>
32	Superintendent of Works	1	5089
13	Assistant Superintendent	2	2560
14	Supervisor of Special Services	3	2321
21	Superintendent	4	2280
18	Purchasing Agent	5	1794
24	Director of Elementary Instruction	6	1532
25	Director of Secondary Instruction	7	1320
22	Secretary-Treasurer	8	1187
60	Secondary Principal	9	1010
44	Elementary Principal	10	990
61	Secondary Principal	12.5	987
63	Secondary Principal	12.5	987
66	Secondary Principal	12.5	987
67	Secondary Principal	12.5	987
36	Elementary Principal	15	981
64	Secondary Principal	16	970
62	Secondary Principal	17	950
51	Elementary Principal	18	888
43	Elementary Principal	19	877
34	Elementary Principal	20	876
33	Elementary Principal	21	870
65	Secondary Principal	22.5	864
68	Secondary Principal	22.5	864
42	Elementary Principal	24	835
37	Elementary Principal	25	831
35	Elementary Principal	26.5	829
54	Elementary Principal	26.5	829
49	Elementary Principal	28.5	822
56	Elementary Principal	28.5	822
39	Elementary Principal	30	789
11	Supervisor of Special Education	31	785
59	Elementary Principal	32	784
45	Elementary Principal	33.5	776
47	Elementary Principal	35.5	776
57	Elementary Principal	35	775
53	Elementary Principal	36	774
12	Secretary-Treasurer	37	702
55	Elementary Principal	38	685

TABLE L (continued)

<u>Task Area</u>			
<u>School Plant and Services</u>			
<u>Member</u>	<u>Position</u>	<u>Rank</u>	<u>Weight</u>
40	Elementary Principal	41.5	683
41	Elementary Principal	41.5	683
46	Elementary Principal	41.5	683
48	Elementary Principal	41.5	683
52	Elementary Principal	41.5	683
58	Elementary Principal	41.5	683
38	Acting Principal	45.5	676
50	Elementary Principal	45.5	676
20	Co-ordinator of Data Processing	47	639
30	Chief Librarian	48	633
10	Supervisor of Intermediate Instruction	49	627
28	Consultant, Physical Education	50	555
15	Consultant, Industrial Education	51	541
27	Supervisor of Music	52	508
19	Consultant of Art	53.5	390
23	Supervisor of Primary Instruction	53.5	390
16	Consultant, Science	55	349
9	Supervisor of Secondary Instruction	56.5	244
29	Accountant	56.5	244
2	Trustee	59	234
3	Trustee	59	234
4	Trustee	59	234
8	Director of Adult Education	61	166
26	Special Counsellor	62	94
17	Special Counsellor	63.5	10
31	Special Counsellor	63.5	10
5	Trustee	65.5	4
6	Trustee	65.5	4
1	Trustee	67.5	1
7	Trustee	67.5	1

TABLE LI

COMMUNICATION RANKS AND WEIGHTS FOR MEMBERS OF
ADMINISTRATIVE SYSTEM IN SCHOOL-COMMUNITY
RELATIONS TASK AREA

<u>Task Area</u>			
<u>School-Community Relations</u>			
<u>Member</u>	<u>Position</u>	<u>Rank</u>	<u>Weight</u>
21	Superintendent	1	2017
13	Assistant Superintendent	2	1757
22	Secretary-Treasurer	3	1123
24	Director of Elementary Instruction	4	1047
25	Director of Secondary Instruction	5	905
11	Supervisor of Special Education	6	755
14	Supervisor of Special Services	7	651
3	Trustee	8	633
8	Director of Adult Education	9	617
4	Trustee	10	602
2	Trustee	11.5	583
5	Trustee	11.5	583
31	Special Counsellor	13	538
7	Trustee	14	510
64	Secondary Principal	15	481
12	Assistant Secretary-Treasurer	16	478
6	Trustee	17.5	468
32	Superintendent of Works	17.5	468
62	Secondary Principal	19.5	466
66	Secondary Principal	19.5	466
26	Special Counsellor	21	437
43	Elementary Principal	22	417
60	Secondary Principal	24	412
61	Secondary Principal	24	412
68	Secondary Principal	24	412
17	Special Counsellor	26	397
65	Secondary Principal	27	379
9	Supervisor of Secondary Instruction	28	372
36	Elementary Principal	29	353
37	Elementary Principal	30	336
30	Chief Librarian	31	331
39	Elementary Principal	32	316
10	Supervisor of Intermediate Instruction	33	304
55	Elementary Principal	35	299
56	Elementary Principal	35	299

TABLE LI (continued)

<u>Task Area</u>			
<u>School-Community Relations</u>			
<u>Member</u>	<u>Position</u>	<u>Rank</u>	<u>Weight</u>
57	Elementary Principal	35	299
23	Supervisor of Primary Instruction	37	239
67	Secondary Principal	38	228
44	Elementary Principal	39	220
53	Elementary Principal	40	180
63	Secondary Principal	41	174
34	Elementary Principal	42	151
59	Elementary Principal	43	139
1	Trustee	44	138
46	Elementary Principal	45	132
51	Elementary Principal	46	125
45	Elementary Principal	47	98
52	Elementary Principal	48	96
47	Elementary Principal	49	94
42	Elementary Principal	50.5	78
48	Elementary Principal	50.5	78
33	Elementary Principal	52	64
49	Elementary Principal	53.5	61
50	Elementary Principal	53.5	61
35	Elementary Principal	57	57
40	Elementary Principal	57	57
41	Elementary Principal	57	57
54	Elementary Principal	57	57
58	Elementary Principal	57	57
15	Consultant, Industrial Education	64	1
16	Consultant, Science	64	1
18	Purchasing Agent	64	1
19	Consultant of Art	64	1
20	Co-ordinator, Data Processing	64	1
27	Supervisor of Music	64	1
28	Consultant, Physical Education	64	1
29	Accountant	64	1
38	Acting Principal	64	1

A P P E N D I X F

T A B L E L I I

TABLE LII

FACTOR PATTERN MATRIX, VARIMAX ROTATION, FOR SECONDARY
COMMUNICATIONS NETWORK OF ADMINISTRATIVE SYSTEM

Mem- ber	Position	Factors		
		Subgroup 1	Subgroup 2	Subgroup 3
1	Trustee	-0.038	-0.081	-0.168
2	Trustee	0.333	0.095	0.155
3	Trustee	0.393	-0.014	0.185
4	Trustee	-0.038	-0.081	-0.168
5	Trustee	-0.196	-0.041	0.104
6	Trustee	0.163	0.057	0.116
7	Trustee	0.163	0.057	0.116
8	Director of Adult Education	0.876	0.126	0.284
9	Supervisor of Secondary Instruction	0.544	-0.041	0.598
10	Supervisor of Intermediate Instruction	0.323	0.329	0.510
11	Supervisor of Special Education	-0.022	0.796	0.284
12	Assistant Secretary-Treasurer	-0.038	-0.081	-0.168
13	Assistant Superintendent	0.694	0.214	0.604
14	Supervisor of Special Services	0.460	0.563	0.576
15	Consultant, Industrial Education	0.466	-0.192	0.707
16	Consultant, Science	0.830	0.205	0.409
17	Special Counsellor	0.396	0.042	0.788
18	Purchasing Agent	0.807	0.034	0.471
19	Consultant, Art	0.947	0.190	0.078
20	Co-ordinator of Data Processing	0.393	-0.014	0.185
21	Superintendent	0.437	-0.030	0.630
22	Secretary-Treasurer	0.196	0.136	0.634
23	Supervisor of Primary Instruction	0.168	0.766	0.299
24	Director of Elementary Instruction	0.793	-0.102	0.398
25	Director of Secondary Instruction	0.808	0.014	0.466
26	Special Counsellor	0.593	0.406	0.387
27	Supervisor of Music	0.717	0.080	0.473
28	Consultant, Physical Education	0.897	0.193	0.185
29	Accountant	0.853	0.205	0.175
30	Chief Librarian	0.841	0.247	0.235
31	Special Counsellor	0.174	0.268	0.241
32	Superintendent of Works	0.571	0.062	0.704
33	Elementary Principal	0.379	0.748	0.332
34	Elementary Principal	0.448	0.137	0.204
35	Elementary Principal	0.754	0.335	0.247

TABLE LII (continued)

Mem- ber	Position	<u>Factors</u>		
		Subgroup 1	Subgroup 2	Subgroup 3
36	Elementary Principal	0.644	0.537	0.259
37	Elementary Principal	0.431	0.381	-0.094
38	Acting Principal	0.655	0.068	0.288
39	Elementary Principal	0.541	0.641	0.219
40	Elementary Principal	0.778	0.402	0.171
41	Elementary Principal	0.657	0.319	0.447
42	Elementary Principal	0.764	0.357	0.001
43	Elementary Principal	0.526	0.624	0.191
44	Elementary Principal	0.140	0.575	0.101
45	Elementary Principal	0.554	0.328	0.254
46	Elementary Principal	-0.038	-0.081	-0.168
47	Elementary Principal	0.807	0.495	0.145
48	Elementary Principal	0.696	0.042	0.312
49	Elementary Principal	0.895	0.325	0.068
50	Elementary Principal	0.243	0.633	0.180
51	Elementary Principal	0.788	0.131	0.273
52	Elementary Principal	0.279	0.635	0.130
53	Elementary Principal	0.853	0.372	0.273
54	Elementary Principal	0.557	0.124	0.294
55	Elementary Principal	0.632	0.372	0.218
56	Elementary Principal	-0.038	-0.081	-0.168
57	Elementary Principal	0.639	0.680	0.155
58	Elementary Principal	0.301	-0.003	0.299
59	Elementary Principal	0.675	0.498	0.267
60	Secondary Principal	0.279	0.651	0.308
61	Secondary Principal	0.655	0.068	0.288
62	Secondary Principal	0.778	0.058	0.329
63	Secondary Principal	-0.038	-0.081	0.168
64	Secondary Principal	0.803	0.159	0.278
65	Secondary Principal	0.769	0.091	0.353
66	Secondary Principal	0.895	0.325	0.068
67	Secondary Principal	0.777	0.174	0.221
68	Secondary Principal	0.062	0.106	-0.028

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